

Local Government Commission for England
Report No. 4

REPORT AND PROPOSALS FOR THE
South Western General Review Area

*Presented to the Minister of Housing and Local Government
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To the Rt. Hon. Sir Keith Joseph, Bt., M.P.,
Minister of Housing and Local Government.

We present herewith our report and proposals for the
South Western General Review Area.

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- 2.06(8) {
- A Summary of Proposals.
 - B Bath C.B.: Pattern of Development.
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 - E Gloucester C.B. and the Cheltenham Area: Pattern of Development.
 - F Torbay: Pattern of Development.

Definitive Maps at a Scale of 1/25,000, or about

2½ inches to one mile, separately published by

Her Majesty's Stationery Office.

(Map No. 1 price 2s. 6d. net each sheet;

Maps Nos. 2 - 7 price 2s. 6d. net each)

- 5.026.4 {
- 1 (In 3 sheets) Proposed alteration of the areas of administrative counties.
 - 2 County Borough of Bath: Proposed alteration of area.
 - 3 County Borough of Bristol: Proposed alteration of area.
 - 4 County Borough of Exeter: Proposed alteration of area.
 - 5 County Borough of Gloucester: Proposed alteration of area.
 - 6 Proposed new County Borough including Cheltenham.
 - 7 Proposed new Torbay County Borough.

GENERAL INTRODUCTION

1. The South Western General Review Area comprises the administrative counties of Cornwall, Devon, Gloucester and Somerset, together with the Isles of Scilly (which are neither a separate administrative county on their own nor included in any other administrative county), and the county boroughs of Bath, Bristol, Exeter, Gloucester and Plymouth. The population, acreage and rateable value of these administrative areas are given in Appendix 1, Table 1.

OUTLINE OF PROPOSALS

2. Our main proposals are as follows:—

(a) the constitution of county boroughs in the Cheltenham and Torbay areas;

(b) boundary extensions to Bath, Bristol, Exeter and Gloucester county boroughs;

(c) the transfer of Lyme Regis borough from Dorset to Devon, and of some parishes in north-eastern Somerset to Wiltshire and Gloucestershire.

3. The main differences from our draft proposals are that we now propose the constitution of new county boroughs at Cheltenham and Torbay, and that the boundary extensions proposed for Bristol are more limited, particularly in that we no longer propose the inclusion in Bristol of Filton, Patchway and Little Stoke.

4. Proposals for the review area are summarised in the accompanying Map A. This map is included for purposes of illustration only and does not purport to define exact boundaries which are shown in more detail on the definitive series of maps at 2½ inch scale published separately. The population, acreage and rateable value of the proposed administrative areas are given in Appendix 1, Table 2.

PROCEDURE

5. Our procedure followed the course laid down by the Local Government Act, 1958, and the regulations made under it by the Minister of Housing and Local Government.¹

Questionnaire

6. At the start of our review in the autumn of 1959 we asked each county and county borough council to answer a series of questions about their own problems and about the review area generally. We sent copies of our questionnaire to every county district council in the review area, and to each county and county district council bordering on the review area. We also invited certain local and national organisations to give us their views on local government in the area (see Appendix 2) and notices in the press gave a general invitation to members of the public to let us have their views. Lists of the local authorities and interested organisations who wrote to us are given in Appendix 3.

¹ The Local Government Commission Regulations, 1958, S.I. No. 2115, H.M.S.O. price 3d. net.

Meetings

7. In January, 1960, we began to hold meetings with representatives of the county and county borough councils and we also met representatives of many of the county district councils who were concerned in proposals for change. Most of these meetings were held in London but Commissioners and senior members of the staff also visited the area and a meeting with the Council of the Isles of Scilly was held at Hugh Town, St. Mary's.

Conferences

8. Our draft proposals were published on 4th July, 1961. As required by Section 21(4) of the Act we held conferences with the local authorities and organisations concerned at which they could express in each other's presence their views about our draft proposals. We held one conference at Bristol on the 6th-8th November, 1961, at which we discussed the draft proposals for Bath, Bristol, Gloucester, Cheltenham and some of the county boundaries. Another conference was held at Exeter on 27th-28th November when we discussed the draft proposals for Plymouth, Exeter and Torbay and the rest of the county boundaries.

9. We should like to take this opportunity of thanking Bristol City Council and Devon County Council for lending us accommodation in which to hold the conferences and for the help they gave us in making all the arrangements.

Arrangement of Report

10. We now present our report and final proposals. We have divided the report into four chapters—one for each geographical county. The first chapter is primarily concerned with our proposals affecting Gloucestershire and deals therefore with the county boroughs of Bristol and Gloucester, the borough of Cheltenham and the changes we propose for the boundaries of Gloucestershire with Wiltshire and with Somerset. In chapter 2 we deal with Bath county borough, north-east Somerset, and our proposals for the boundaries of Somerset with Wiltshire, Dorset and Devon; in chapter 3 we deal with the county boroughs of Plymouth and Exeter, our proposals for a new county borough of Torbay, and the boundary between Devon and Dorset; and in chapter 4 we deal with the boundary between Devon and Cornwall and with the Isles of Scilly.

11. Our proposals for alteration of boundaries are shown in such detail as the scale will allow on the 2½ inch maps Nos. 1 to 7 (published separately). These maps cannot always show precisely what features the proposed boundaries follow; they have, therefore, been supplemented by a descriptive schedule of boundaries which forms Appendix 12. As a detailed definition of the boundaries, the schedule thus takes precedence over the line shown on the 2½ inch maps. In a few instances we have adopted as the boundary the line of a proposed road or an existing road which it is proposed to widen. If our recommendations are accepted in principle but the final line of any of these road works has not been settled by the time the Minister makes his order, action can be taken under the Local Government Act, 1933, to ensure that our intention is carried out. Those sections of the boundary covered by this paragraph are marked by an asterisk in the schedule.

Regulation 11

12. In the chapters which follow we frequently refer to Regulation 11, as a short way of indicating considerations we have in mind. For convenience we

reproduce this regulation here. In doing so we wish to make it clear that we have taken these considerations into account in all cases of county borough extension, but that we have also taken into account any other factors which seemed relevant in particular cases.

"11. Before proposing the inclusion in a county borough of an area comprising or forming part of a county district (whether as an extension of an existing county borough or in connection with the constitution of a new one) the Commission shall consider, *inter alia*, the following matters:—

(a) The questions whether the area, if already built-up, is not only substantially a continuation of the town area of the existing or proposed county borough but also has closer and more special links with it than those which necessarily arise from mere proximity;

(b) The question whether, if the area is not already built-up, the use of the land in accordance with the development plan or in the manner authorised by permission to develop land granted on application in that behalf is likely to lead to its development into such a continuation of a town area as is indicated in paragraph (a) within such period as the Commission think it right to consider in the circumstances of the particular case;

(c) The question whether (after taking into account any related proposals which may be in contemplation) there would be a balance of advantage in the change, having regard to the interests of the inhabitants of the county borough and the county district, and to the effect on the local government organisation of the county in which the county district is comprised and of the county districts remaining within it."

CHAPTER 1 GLOUCESTERSHIRE

INTRODUCTION

13. Gloucestershire is the northernmost county in the South Western General Review Area. It has common boundaries with one other county in the review area (Somerset); with three of the counties in the West Midlands General Review Area (Herefordshire, Worcestershire and Warwickshire); and also with Wiltshire, Oxfordshire, Berkshire and Monmouthshire. We have no power to propose alterations to the boundary with the latter county, and our proposals for the boundaries with the counties in the West Midlands General Review Area are described in our second report.¹ The boundaries with Oxfordshire and Berkshire do not form part of the present review area, but will be taken when those counties are themselves reviewed.

14. The population of the administrative county was 498,000 in 1961 and the estimate for 1971 is 529,500. There are two county boroughs within or partly within the geographical county—Bristol and Gloucester. Bristol is the ninth largest city in Great Britain, having a population of 436,000. Unlike most of the county boroughs we have reviewed the council did not ask for any specific extension of the existing boundaries. Gloucester, on the other hand, had a population of 69,800 in 1961 and we had to consider not only whether extensions to the existing city were justified but also whether the city should continue to be a county borough. We also had a request from Cheltenham Borough Council and Charlton Kings Urban District Council that their areas, together with part of Cheltenham rural district, should become a county borough.

15. In part 1 of this chapter we set out our proposals for Bristol county borough and in part 2 those for Gloucester; in part 3 we explain why we have now concluded that Cheltenham and Charlton Kings should be joined, with part of the rural district, to form a new county borough, and in part 4 describe the changes we propose for the boundaries with Wiltshire and Somerset.

PART 1—BRISTOL COUNTY BOROUGH

16. Bristol, which lies on the borders of Gloucestershire and Somerset, is one of the original county boroughs created by the Local Government Act, 1888.

¹ Local Government Commission for England. Report No. 2. Report and Proposals for the West Midlands General Review Area. H.M.S.O. price 10s. 6d. net.

At that time it covered an area of just under 4,500 acres on either side of the river Avon, seven miles from the Bristol channel, but subsequent extensions into both Gloucestershire and Somerset have increased the area to its present 26,350 acres, and Bristol now stretches to the Severn estuary and includes the Avonmouth docks. The population of the city in 1961 was 436,000 and the estimate for 1971 is 427,600.

17. Bristol is one of the world's leading ports. In addition, the city is the principal centre for commerce, shopping, education and entertainment for much of south-west England and has a wide range of industries, including vehicles and aircraft, engineering, paper, fibre-board, printing and chemicals.

Bristol City Council's Observations

18. In their reply to our questionnaire Bristol City Council told us that they did not wish to submit any specific proposals for altering the city boundaries, but they drew our attention to certain matters which they thought we might bear in mind when carrying out our review. These were the shortage of land within the city for industry and housing; the continuing growth of industry in the Severn estuary and the potential growth of the port of Bristol, together with the effect the proposed Severn Bridge and the motorways from London to South Wales and from Birmingham to the south-west would have on the area north of Bristol; the fact that the city drainage system covered large areas outside the city; the links between the city and the urban areas immediately outside it (Filton, Patchway, Kingswood, Mangotsfield, Warmley, Whitechurch and Long Ashton); and the city council's proposed purchase of Ashton Park for recreation and open space.

Kingswood and Mangotsfield

19. The urban districts of Kingswood and Mangotsfield, which adjoin the city to the east, have together a population of 49,900, estimated to increase to at least 53,000 by 1971. The two urban district councils said they did not wish their districts to become part of Bristol; they wished to join with Warmley rural district to form a new urban district. The councils recognised that their districts were linked with Bristol by development along the main roads leading out of the city; they accepted that in some places this was more than ribbon development but they said that the existing boundary with the city followed, for the most part, good natural features and, where it divided properties, they were prepared to negotiate minor changes. Admittedly both districts had links with the city, but each district also had strong links with the other, and with Warmley. The two councils did not think that the city council would provide better services than those they received from Gloucestershire and they felt it would be very difficult for the county council to organise services in that part of the county without Kingswood and Mangotsfield.

20. Gloucestershire County Council supported the wish of Kingswood and Mangotsfield to stay out of the city, and drew attention to the importance of these areas in the provision of their county services; they were the bases from which services operated and their case loads enabled the county to provide a high standard of service from which the surrounding rural areas benefited. It was true that in 1947 the Local Government Boundary Commission had recommended that these areas should be added to the city. Since then, however,

the county council had been given by statute new responsibilities for a wide field of health and welfare services and had developed these with Kingswood and Mangotsfield as an integral part of their pattern of provision.

21. When we came to make draft proposals we found there was a strong *prima facie* argument under regulation 11 (a) for including Kingswood and Mangotsfield in Bristol because of the continuity of development along most of their boundary with the city and their economic and social links with it. On the other hand, we took into account their distinctive history, the independent industrial character of Kingswood, and, in the light of regulation 11 (c), the possibility of making a strong unit of district government and the importance of the areas to the county council for the organisation of county services in south Gloucestershire. We therefore proposed no changes other than minor adjustments to the boundary.

Filton, Patchway and Little Stoke

22. Immediately north of Bristol are the parishes of Filton and Patchway, and the Little Stoke area of Stoke Gifford parish. Patchway (population 6,000) is in Thornbury rural district; Filton (population 12,000) and Little Stoke (population 2,000) are in Sodbury rural district. Filton is a centre of the aircraft industry; it is linked by continuous development with the city, and thousands of workers travel daily from Bristol to works in Filton and *vice versa*. Filton also draws workers daily from Patchway and Little Stoke, with which Filton is linked by land which is either in urban use or allocated for urban use in the development plan. The county and district councils have agreed with the city council to accommodate overspill in Patchway and Little Stoke (and also in Yate, six miles to the east of Filton).

23. Sodbury Rural District Council accepted that there was continuous development on a broad front between Filton and Bristol but they said that Little Stoke was physically separate from Filton, and Thornbury Rural District Council said the same about Patchway. The rural district councils said that inhabitants of those areas did not want them to become part of the city. The parish councils of Filton and Stoke Gifford (but not Patchway) wanted Filton, Little Stoke and Patchway to form a separate urban district, although at that stage the two rural district councils did not support this. Both rural district councils emphasised the adverse effect on county services if Patchway, Filton and Little Stoke became part of Bristol and said that they could themselves provide adequate district services for the overspill population from Bristol.

24. Gloucestershire County Council supported the views of the rural district councils and referred to the importance of these areas for the provision of county services, as they had done in respect of Kingswood and Mangotsfield.

25. When making our draft proposals, we found that, in terms of physical development, economic links and social character, these three areas were essentially urban. We did not find sufficient factors, as we then saw the position, to counterbalance the arguments under regulations 11(a) and (b) for putting them into the city, particularly in view of the continuity of development between Filton and Bristol, which is clearly shown in the pattern of development map (Map C). We said Filton, Patchway and Little Stoke made up an urban area which ought to have an urban form of government. If they were not to be included in Bristol, this could only be achieved by making them an urban

district; but, in view of the attitudes of the main local authorities concerned at that time, inclusion in Bristol seemed to us then the more practicable alternative. We considered the effect on the county services, but thought that, in view of the projected development in the areas north of Bristol (especially in Thornbury rural district) which would bring new population and rateable value to south Gloucestershire, and the fact that we proposed to leave Kingswood and Mangotsfield in the county, the county council should not be handicapped by lack of population or urban centres in making any necessary re-adjustments in the organisation of county services. We accordingly proposed the inclusion of these three areas in Bristol.

Severnside

26. North of Bristol, in the parishes of Redwick and Northwick and Almondsbury in Thornbury rural district, there is a strip of land, about two miles from west to east and four miles from north to south, which is bounded on the west by the Severn and is separated on the east by green belt¹ from Patchway and Little Stoke; to the north, it reaches to the Severn Tunnel and the railway running east from Redwick, where green belt separates it from the new power stations higher up the Severn at Oldbury and Berkeley. We refer to these areas as Severnside. 500 acres of this area immediately outside the city boundaries are owned by Bristol Corporation, who propose to develop them as an industrial estate; the rest of the area is either used for industry or intended to be so used.

27. Gloucestershire County Council said that the land owned by Bristol Corporation might reasonably be included in the city, but did not think there was any case for including the rest of Severnside; Thornbury Rural District Council thought there was no case for the inclusion of Severnside in Bristol on grounds of continuity of development or of journey to work, since a large proportion of the workers would live in the rural district or other areas, rather than in Bristol.

28. In our draft proposals we made a distinction between the 500 acres owned by Bristol and the rest of Severnside. We found a clear case for including the 500 acres within the city and proposed accordingly; and we included also the village of Halton to the east. The greater part of Severnside is a developing industrial area that will eventually be a continuation of an industrial and docks area inside Bristol; like Filton, Patchway and Little Stoke it is on the Bristol side of the green belt; a substantial proportion of those employed there will come from Bristol; and some economic, social and educational links are bound to develop with Bristol. There was therefore a case for putting this area into Bristol under regulations 11 (a) and (b). On the other hand, by reason of the communications in this area the works will tend to look outwards to the rural areas rather than to the city; half at least of the initial complement of workers will be housed in villages in Thornbury rural district; and the county council and the industrial company concerned are already co-operating over the provision of the necessary development in highways, planning, education and other services. We found the issue not a simple one. Our conclusion was that the balance of advantage lay in favour of making no change.

¹ The proposals for a green belt round Bristol have been submitted to the Minister of Housing and Local Government but have not yet received formal approval.

29. Among the areas to which the Bristol City Council drew our attention were Whitchurch, Ashton Gate and Ashton Court, all in the administrative county of Somerset. Whitchurch itself is a village in Bathavon rural district near the Bristol boundary but suburban development in Bristol has taken place right up to the boundary and has spread across it near the village. At Ashton Gate there is a small salient of Long Ashton rural district projecting into the Bristol city boundary; this salient has few inhabitants but includes an industrial estate. Also in Long Ashton rural district is the Ashton Court estate which Bristol City Council have bought as an open space.

30. Somerset County Council and Bathavon Rural District Council both thought that Whitchurch, which was described as a typical Somerset village, should not be included in the city. The county council and Long Ashton Rural District Council opposed the inclusion of the Ashton Gate salient in the city. As regards Ashton Court, the two councils thought that the boundary should remain as it was, the county council saying that the present boundary, which had been agreed in 1951 on Bristol's last extension, followed well-recognised physical features and that the county were the most appropriate authority to protect the estate against any threat of development.

31. We did not make any draft proposals affecting the Ashton Court estate, because we did not accept that it should be included in Bristol merely because it was owned by the city corporation. But we proposed that the Ashton Gate salient should be transferred to the city in order to give a more convenient boundary to the city at this point and we also proposed the inclusion in the city of the suburban development at Whitchurch which we thought continuous with similar existing and proposed development inside the city; but we thought that the village of Whitchurch itself should remain outside the city.

32. Our draft proposals included three other changes in the boundaries of Bristol :—

- (a) the return to the county of that part of the village of Frenchay now in the county borough in order to secure a better boundary and unite the whole of the village within the area of a mainly rural authority;
- (b) bringing into the city the whole of the City's Oldbury Court housing estate (part of which is now inside and part outside the city) and the adjacent primary school and Downend Children's Homes, also owned by the city;
- (c) the transfer to Somerset of a small area of Bristol adjoining the boundary with Keynsham urban district near Hicks Gate Farm, in order to get a better boundary, and put the whole of Hicks Gate house and farm into Somerset.

REACTIONS TO THE DRAFT PROPOSALS

Filton, Patchway and Little Stoke

33. The inclusion of Filton, Patchway and Little Stoke in the city was opposed by all the authorities concerned, including the city council, who argued that there was no proof that the proposed change would benefit any of the parties concerned; that most of the people concerned wished to remain outside Bristol; and that local government in Bristol had quite enough to do within the city as it was. Gloucestershire County Council, the Thornbury and Sodbury rural district councils and the Filton, Patchway and Stoke Gifford parish councils opposed the draft proposal on the grounds that none of the authorities concerned

wanted the transfer and that the area was needed as a base for county services. They all accepted, however, our finding that this was an urban area for which an urban form of government was appropriate and they now supported the alternative means of achieving this by combining Filton, Patchway and Little Stoke into an urban district in the administrative county. At the conference the county council said that they would consider this at the county review.

Severnside

34. Our draft proposal for including in Bristol the land owned by the city was accepted by Gloucestershire County Council, but was opposed by Thornbury Rural District Council and the Almondsbury Parish Council. The rural district council objected because they did not think that the area had any of the closer and more special links with the city envisaged by regulations 11 (a) and (b); the people living in Hallen, which adjoins Severnside, had no wish to become citizens of Bristol, a point which was also made on behalf of the parish council; and they did not consider we had shown that the balance of advantage lay with making the change. The city council, who welcomed the draft proposal, told us at the Bristol conference that they had no strong feelings about the inclusion of Hallen; they asked for a minor adjustment to the suggested boundary in the Chittening area.

Other areas

35. Bathavon Rural District Council agreed with our proposal to leave Whitchurch village in the rural district, but were opposed to the transfer of any part of the parish to Bristol as they feared it would threaten the integrity of the village; they were supported in their opposition by Somerset County Council, who pointed out that they had been at great pains to preserve the green belt in this district and to control the type of infilling allowed. Whitchurch Parish Council thought that the parish was already, as a result of a previous transfer of territory to Bristol, barely large enough to be effective and if any further changes were necessary they should be on the basis of keeping Whitchurch as a single unit.

36. Somerset County Council and the Long Ashton rural district and parish councils were opposed to the suggested transfer to the city of the land at Ashton Gate since it contained a small industrial estate with properties of considerable rateable value, which were of importance to the rural district and parish; the remainder of the area was agricultural land in the green belt; and the Bristol-Weston road should remain under Somerset's planning control. The county council suggested that, even if there was a case under regulations 11 (a) and (b) for transferring the industrial area (which they did not accept), there was certainly no case for transferring the area to the south-west of this, which was farmland in the green belt.

PROPOSALS

37. As a result of the representations on our draft proposals we have decided to modify them by:—

(a) leaving in the administrative county of Gloucestershire the parishes of Filton, Patchway and Little Stoke; and as a consequence of this, we shall also leave in the county the village of Hallen;

(b) drawing the boundary in the parish of Whitchurch so as to take into the city only the more recent development;

(c) leaving in the administrative county of Somerset the farmland in the Ashton Gate salient.

38. The most important change is that we no longer propose that Filton, Patchway and Little Stoke should be included in Bristol. As we explained in our draft proposals, our main reason for suggesting this was that we thought this area should have an urban form of government and that, on the information before us, we considered that the right way to achieve this was to include the area in Bristol. We have now reconsidered the matter in the light of the written representations on our draft proposals and the further points brought out at the conference.

39. Our contention that the area should have an urban form of government was accepted; but there was unanimity on the part of the local authorities, including the city council, that this could be better achieved if the area were to form an urban district in the administrative county. So far as Patchway and Little Stoke are concerned, we did not find much difficulty in accepting this view; their physical connection with Bristol is not so close as that of Filton and their other links with the city seem to us to be proportionately less strong. Filton, as we have said, is closely linked with the city and there is a good case under regulation 11 (a) for its inclusion in the city. On the other hand, if an urban district is to be formed in this area, Filton must be joined with Patchway and Little Stoke to make a unit of adequate strength; moreover, the organisation of county services in these areas is closely interwoven. It seemed to us, therefore, that this was a case that must be decided in the light of regulation 11 (c), which requires us to consider where the balance of advantage lies. Because of its size Bristol does not need these areas to strengthen its administration, and, after an analysis of the services and geography of the whole area, we concluded that the provision of services in Bristol and its northern fringes, considered together, would not necessarily be improved by the inclusion of these areas in the city. The facts are unusual, but we have eventually come to the conclusion that the arguments under regulation 11 (c) are just sufficient to outweigh those under regulations 11 (a) and 11 (b), and have therefore decided against proposing any change. As a consequence of this, we have excluded the village of Hallen from our proposals, as requested by Thornbury Rural District Council and Almondsbury Parish Council.

40. We looked again at the boundary we had suggested in the Whitchurch area to see whether we could draw it more tightly around the suburban development, so as to leave as much open space as possible between the city boundary and the village of Whitchurch. As a result of the discussions at the Bristol conference, Somerset County Council sent us a map showing a line which would put in the city the whole length of a new road serving the suburban development in the area, and which would also include most of the suburban housing. We have adopted Somerset's line in part but have had to go beyond it elsewhere (though not as far as in our draft proposals) to bring in two groups of suburban houses.

41. At Ashton Gate, we now propose the inclusion in the city only of that part of the area which is in industrial occupation and which, since it adjoins the county borough boundary, we think appropriate in character for inclusion within the county borough; but we propose to leave in the county the part of the area which is mainly farmland.

42. Our final proposals for Bristol county borough are therefore as follows:—
- (a) the following areas should be transferred to the county borough from the administrative county of Gloucestershire:—
 - (i) *Thornbury rural district*. Parts of the parishes of Redwick and Northwick and Almondsbury (Severnside).
 - (ii) *Sodbury rural district*. Small parts of the parishes of Filton, Stoke Gifford and Winterbourne.
 - (iii) *Mangotsfield urban district*. An area including that developed by the city council as a continuation of their Oldbury Court housing estate.
 - (iv) *Kingswood urban district*. Several small areas, including one near Victoria Park.
 - (b) The following areas should be transferred to the county borough from the administrative county of Somerset:—
 - (i) *Bathavon rural district*. Part of the parish of Whitchurch.
 - (ii) *Long Ashton rural district*. The industrial area at Ashton Gate.
 - (c) The following areas should be transferred from the county borough to the administrative county of Gloucestershire:—
 - (i) The area round Frenchay Hospital, adjoining the parish of Winterbourne in Sodbury rural district.
 - (ii) Some small areas adjoining Kingswood urban district.
 - (d) The following area should be transferred from the county borough to the administrative county of Somerset:—

A small area adjoining the boundary with Keynsham urban district near Hicks Gate Farm.

The boundaries of the areas to be transferred, together with other minor boundary changes, would be as shown on Map No. 3 and described in the schedule contained in Appendix 12.

PART 2—GLOUCESTER COUNTY BOROUGH

43. Gloucester county borough stands on the east bank of the River Severn. It is a busy market town with well diversified industry, a cathedral city, and an administrative centre, housing the offices of the county council and Gloucester Rural District Council as well as those of the county borough council. It is also a port with a considerable coastal trade and an inland canal traffic to Worcester and Stourport.

44. Gloucester has been a borough since the twelfth century and is one of the original county boroughs set up under the Local Government Act, 1888. Since then the boundaries have been extended four times—twice since 1945—and the city now covers an area of 5,294 acres. It is estimated that the present population of 69,800 will increase to 74,000 by 1971. The rateable value is £1,093,000.

45. Gloucester County Borough Council asked for the city boundaries to be extended to include parts of the surrounding rural district, thus increasing the then population by 11,900 to 80,300, the area by 2,892 acres to 8,186 acres, and the rateable value by £129,000 to £1,165,000. Details of the city council's suggestions are at Appendix 6.

46. The city council's claim, which is illustrated on Map E, can conveniently be looked at in three parts. They suggested that the city boundary should:—

- (a) On the west extend to the River Severn, the northern boundary of this extension being the line of the proposed ring road, thereby incorporating in the city the parish of Hempsted and a small part of the parish of Maisemore.
- (b) To the north include parts of the parishes of Longford and Longlevens.
- (c) To the east include nearly all the parish of Barnwood and those parts of the parishes of Hucclecote and Upton St. Leonards which lie on the city side of the proposed Barnwood by-pass and the proposed motor-way.

47. The arguments both of the city council in favour of extension and those of their principal opponents (namely, Gloucestershire County Council, Gloucester Rural District Council and the parish councils affected) remained substantially the same at all stages of our review, although naturally there were some changes of emphasis and of presentation and a gradual accumulation of evidence about the facts. We have not therefore reported these arguments or our own views at length several times over, but have concentrated on the main points which emerged at successive stages of our procedure.

Hempsted and Maisemore

48. The city council's principal reason for this extension was that the river was the city's natural western boundary, but they contended also that (a) the village of Hempsted was substantially a continuation of the built-up area of the city: (b) the industrial development along the Gloucester and Berkeley canal adjoined industrial land in the city: (c) the claimed part of Maisemore (part of which was let to the Central Electricity Generating Board, the rest being floodland) would be on the city side of the ring road: (d) the main approaches to the areas claimed were through the city.

49. The county council made the general point that the city council's claims were excessive and would have a very damaging effect on Gloucester rural district, arguments which we consider further in paragraph 60. With regard to these particular areas, they contended that Hempsted village was still a real village, that the claimed part of Maisemore had more in common with the rural district than with the city and that both areas were accessible without going through the city.

50. Gloucester Rural District Council and Hempsted Parish Council opposed the claim, contending that the western boundary of the city had never caused difficulty, that Hempsted was a separate, predominantly rural, unit without any special links with the city and that the majority of the inhabitants were opposed to change. In our draft proposals we said that "While there is not so strong a case under the regulations as in respect of the other areas to the north and east, there is some continuity of development over the existing boundary and the Commission think that the extension of the city up to the river would

give a more sensible boundary". The reactions to these proposals and the discussion at the statutory conference did not seem to us to introduce any material new factor, and after further considering the arguments on both sides we remain of the same opinion as in our draft proposals.

Longford and Longlevens

51. The city council claimed the main built-up parts of both parishes on the ground that they fell fairly and squarely within the terms of regulation 11 (a). The county council, Gloucester Rural District Council and the two parish councils opposed this claim mainly on the ground that these areas had not the closer and more special links with the city which would justify their inclusion. In our draft proposals we said that regulation 11 would in our view support the city's claim, and this was further discussed in the subsequent written comments and at the conference. The city council said that development in both parishes had spread out from the city and was clearly an extension of the town area, a view they supported by the production of aerial photographs. The links between these areas and the city were very close and special. A high proportion of their residents had come from the city—an even higher proportion worked there. Officers and members of numerous cultural, recreational and social organisations in the city lived in these areas and many of their parish councillors took an active part in the life of the city. The amount of road traffic between the city and these areas was in itself strong evidence of the links.

52. Subject to their general arguments about the balance of advantage, the county council accepted that there was a measure of continuity of building, particularly at Longlevens, but the inhabitants were against inclusion in the city—many of those at Longford had deliberately built houses to live outside the city and enjoy what was still a semi-rural area. Any community of interest with the city came from mere proximity. The loss of these areas would disturb both the county's and the city's school catchment areas. Gloucester Rural District Council and both parish councils emphasised the effect the loss of Longford and Longlevens would have on the strength of the district as an administrative unit. They could not see that transfer would bring better services to these areas: it would certainly bring higher rates. Polls of the inhabitants showed that an overwhelming majority of those voting were opposed to the transfer. Despite the physical links and despite some dependence on the city's business, industrial and social facilities, these areas were not merely dormitory suburbs.

53. We have carefully examined the arguments put before us and have inspected the areas. We remain satisfied that the built-up parts of Longford and Longlevens are continuations of the town area of Gloucester and we were impressed by the city council's evidence about community of interest; and we think that the links of Longford and Longlevens with the city are likely to be increased as further development takes place. We consider that they should be included in the city unless the effect on the rural district would be such as to require us to say that the balance of advantage was against it.

Barnwood, Hucclecote and Upton St. Leonards

54. To the east the city council asked for nearly all the parish of Barnwood and parts of the parishes of Hucclecote and Upton St. Leonards. There is no doubt that since the first world war there has been much development

along the main London road in Barnwood, Hucclecote and Brockworth. About Barnwood, the rural district and parish councils adduced arguments similar to those they had used in relation to Longford and Longlevens but the opposition at the conference to the proposed transfer of Hucclecote was far more emphatic. The physical facts are clear. Between the main residential areas of Barnwood and Hucclecote stand two hospitals, the buildings of which stretch along both sides of the London road for a distance of about 400 yards, and behind those ribbons of building are the hospital grounds, of considerable extent and largely in agricultural use. The city council did not consider that this open hospital land constituted a real break in development—it was common to find such land in towns: the county council themselves had contemplated building council offices on a considerable part of it and had actually done so on a small part. Hucclecote in their view was essentially a suburb of the city and differed little, if at all, from Barnwood or Longford or Longlevens. But they agreed that Brockworth, to the east of Hucclecote, was different because it was far less dependent on the city, having much local employment in the aircraft industry. This separateness would be emphasised when the Barnwood by-pass was built and they had taken the proposed line of this road as the best boundary for the city. If this were adopted some undeveloped land in Hucclecote would be brought into the city and would be useful for housing. It would also mean including part of the parish of Upton St. Leonards, most of which was undeveloped.

55. The county council agreed that the western part of Barnwood made a salient into the present city boundary but in their view the proper limit for any extension of the city would be the road lying to the west of the mental hospital and Barnwood House Farm. To the east of this road there was a distinct break in development which should be preserved. They did not think there was any case for including any part of Hucclecote in the city: while there was bound to be some community of interest between Hucclecote and Gloucester, development in Hucclecote had grown round the local factories and was not an outgrowth of the city.

56. The case for including any of Upton St. Leonards in the city rested on the case for including Hucclecote: if there were no case for including Hucclecote there was no case for including any of Upton St. Leonards. Furthermore, the village of Upton St. Leonards was essentially rural and should be kept separate from the city: for this purpose the whole parish should be excluded.

57. The rural district council and the parish councils concerned fully supported the county council about Hucclecote (which the rural district council said was a typical village many of whose residents worked locally) and Upton St. Leonards, but went rather further than the county council with regard to Barnwood which they considered was cut off from the city by a break in development just inside the city boundary.

58. In our draft proposals we said that regulation 11 would support the inclusion in the city of Barnwood as well as of Longford and Longlevens. Further consideration of the facts and the arguments on both sides which we heard at the conference has not altered our view. Hucclecote is a more difficult problem, as was, we think, recognised by all concerned. When we made our draft proposals we thought that Brockworth was not nearly so closely linked with the city as was Hucclecote. Further consideration has confirmed this

view and has also confirmed us in thinking that Hucclecote is not "a typical village" but is much more of a city suburb with some industry within it. The line of the motorway between Hucclecote and Brockworth would we still think make a convenient and sensible boundary—and if this is adopted, the inclusion in the city of the part of Upton St. Leonards to the west of the motorway is, as was agreed, inevitable.

Balance of Advantage

59. So far we have considered the city council's claims primarily in the light of regulations 11 (a) and (b) and secondarily to draw sensible boundaries for the city in accordance with our views on the application of those sub-paragraphs.

60. But the main arguments for the county council (except about Hucclecote) and the rural district council rested on the damaging effect on the latter of the city council's suggestions for extension and our draft proposals which so largely followed them. No serious attempt was made to argue that the county would be so gravely affected as to bring its viability into question. The effect on the rural district would be much more serious. It would lose about 13,000 people (about 28 per cent of the present population), and about £143,000 rateable value (about 23 per cent.). It was urged that the present district was strong and efficient and "geared" administratively to its present size. Further, the claimed areas were the most economical to administer and their resources helped the council to give better services in its more rural areas. There is substance in these arguments but, even as reduced, the rural district would have a population of 33,600 and a rateable value of £477,000. Both population and rateable value are likely to continue to grow. If anything like the present pattern of rural districts is to be retained, it is difficult to say that such a rural district is weak; of the 415 rural districts in England, 354 at present have smaller populations than this. In any case there is the possibility of substantial re-casting of county districts at the county review. In view of the distribution and density of population in this part of Gloucestershire we do not think that our suggestions would add substantially to the difficulties of the county council at that stage.

61. This may be said to be a merely negative attitude. But there is also a positive aspect. We think not only that the areas we propose for inclusion in the city properly belong to it but that the provision of services—and particularly "upper-tier" services—in the city and claimed areas would be easier if they were integrated under a single administration.

62. A single education authority, for instance, would enable education for what is a single urban area to be planned and run as a whole. At present the city's selective secondary schools provide for children from the fringe areas. While inter-authority arrangements are bound to continue after the extension of Gloucester, it should be more possible to keep them within easily manageable limits. Similar considerations apply in the other services, such as the use of city clinics or old people's homes by people in the fringe areas. Integration of "upper-tier" services, therefore, would be of benefit to the inhabitants on both sides of the present boundary.

63. Integration of these services could of course be achieved by merging the present city of Gloucester into the county. We have described its resources and character at the beginning of this chapter. If extended as we recommend

it would have at once a population of nearly 83,000 and of over 90,000 by 1971. We do not think that this is a case where we should recommend loss of county borough powers. Neither the county council nor the rural district council in their answers to our questionnaire at the beginning of the review suggested that Gloucester should be merged into the county, although after our draft proposals it was suggested that the only explanation for them must have been that we thought Gloucester too small for effectiveness and had determined to increase its population. This, it was urged, was the wrong way to proceed. If the city could not achieve an adequate population within its present boundaries it should be reduced in status rather than be given extensions not justified in the light of the regulations.

64. In fact, both in considering our draft proposals and in reconsidering the whole question after the conference, we began as we always do in cases of this kind, by seeing what extension could properly be granted to the county borough in the light of the regulations. It was only after this that we turned to consider whether the city as extended should remain a county borough.

65. We believe that the city should be more effective as a unit of local government if added to as we recommend, but the additions give it no more, we think, than it is entitled to under the Act and the regulations. We do not think it should cease to be a county borough.

66. Our proposals for Gloucester county borough are therefore practically the same as our draft proposals. The main modification we suggest is a slight alteration of the proposed eastern boundary north of Barnwood.

PROPOSALS

67. We accordingly propose that the following parts of Gloucester rural district should be included in the city:—

the whole of the parish of Hempsted;

the greater part of the parish of Barnwood;

parts of the parishes of Maisemore, Longford, Longlevens, Hucclecote and Upton St. Leonards.

We also propose that a small area of the city near the boundary with Longford should be transferred to the administrative county of Gloucester. The boundaries of the areas to be transferred, together with other minor boundary changes, should be as shown on Map No. 5 and described in the schedule contained in Appendix 12.

PART 3—CHELTENHAM BOROUGH

68. Cheltenham is one of only two non-county boroughs in Gloucestershire. It is situated in the northern half of the county, nine miles east of Gloucester. Adjoining it on the east is Charlton Kings urban district; elsewhere it is surrounded by Cheltenham rural district.

69. When we began the review, the latest available population figures (the Registrar-General's mid-1958 estimates) were 68,600 for Cheltenham and 6,800 for Charlton Kings—a total of 75,400. The Registrar-General's mid-1961 population estimates became available in the course of the review.

70. Cheltenham developed as a spa in the eighteenth century and has grown steadily ever since. The popular idea of Cheltenham is a resort for the leisured and the retired, although this is not the complete picture of modern Cheltenham which now has a variety of light industry. It was incorporated as a borough in 1876 and the borough boundaries have twice been extended since then—once in 1893 and again in 1936 under the Gloucester county review, when a small part of Charlton Kings urban district and parts of the parishes of Leckhampton, Prestbury and Up Hatherley in Cheltenham rural district were added to it. Cheltenham is an excepted district for education—the only one in the administrative county—and the council exercise delegated powers under Part III of the Town and Country Planning Act, 1947; they also have delegation of health and welfare services under section 46 of the Local Government Act, 1958.

THE BOROUGH COUNCIL'S SUGGESTIONS

71. The borough council drew attention first to what they considered the difference in outlook and community of interest between Cheltenham and Charlton Kings on the one hand and the main rural areas of the county on the other. They felt that to make Cheltenham a county borough would increase the willingness of local people to give public service, whereas subordination to the county was inhibiting it; delegation, especially in education, had been more of a failure than a success; Cheltenham's problems, especially in industrial and housing development, were of a special kind, and the built-up area of the town and suburbs needed a single all-purpose authority to administer it.

The areas suggested for inclusion

72. The areas which went to make up the town of Cheltenham, as the borough council saw it, included Charlton Kings (the built-up part of which was indistinguishable from Cheltenham) and those parts of Cheltenham rural district which were covered by the Cheltenham Town Map—the parish of Leckhampton, and parts of Badgeworth, Boddington, Prestbury, Shurdington, Swindon, Uckington and Up Hatherley parishes. They submitted that the built-up part of the parish of Prestbury was also indistinguishable from Cheltenham; Up Hatherley and Leckhampton had been developed in recent years; there were Corporation housing estates in Prestbury and Leckhampton, while the Corporation had their sewage disposal works at Hayden in the parish of Boddington; they owned land in Uckington for playing fields and in Swindon for light industry. They suggested that parts of Shurdington and Badgeworth should be included so as to give the county borough a more convenient shape.

73. The council estimated that the proposed county borough had at mid-1958 a population of 86,300 (71,100 in the borough, 6,800 in the urban district and 8,400 in the parishes). This estimate involved making certain additions to the Registrar-General's mid-1958 estimate. The borough council estimated the 1971 population of their proposed county borough as 95,000 (75,000, 8,500 and 11,500 for the component parts).

74. These figures were, as will be seen, disputed by the county council, and were not entirely acceptable to us. But, even if accepted, they still left the population of the proposed county borough below 100,000 even in 1971. Accordingly, the borough council submitted a case on the ground of special circumstances. They referred to the unique position of the town, its good record of administration, its expected future development, and the strength of its finances.

75. Cheltenham was a town of national and international renown, famous as an educational and residential resort, and also increasingly important as a centre of light industry. As the only large non-county borough in the administrative county it occupied a special and isolated position, with interests different from that of its largely rural surroundings; it was a regional centre for specialised shopping.

76. Cheltenham's record of administration, even as a non-county borough—with all the frustrations involved—had been very good. It justified the council in asking for further powers, and the greater responsibilities would be an added incentive to voluntary service in administration.

77. Cheltenham had in recent years shown a marked increase not only in population but also in industrial development. The council were convinced that industry would continue to expand in the town and they had acquired land for industry in Swindon parish. This would be required both for new firms and for the relocation of existing factories badly sited within the borough. While relations with the county on planning had been good, they felt that the development of Cheltenham and its suburbs should be controlled by one body based on Cheltenham, since the problems and interests involved were distinct from those of the rest of the county.

78. Financially, Cheltenham was a strong authority. With a rateable value per head of population of £18 ls. 1d. as at 1st April, 1959, it was more favourably placed than all but twelve of the existing county boroughs; it could meet considerable capital expenditure from revenue and maintain a reasonably stable rate from year to year. Were Cheltenham to become a county borough the rates could (on the basis of the 1959/60 figures) be reduced by 2s. 7d. in the pound, with a rise of at most 8d. in the county rate. Thus to make Cheltenham a county borough would not seriously affect county finances; in any case the further urban development expected in the county, industrial development on Severn-side and the nuclear power stations at Oldbury and Berkeley would increase the county's rateable resources.

79. Finally, while the council thought that they would have no difficulty in taking over those county services which were already administered from Cheltenham on a decentralised basis, and that the removal of these services would not harm the county administration, they would be prepared to enter into joint arrangements with the county for more specialised functions such as police, fire and ambulances.

THE VIEWS OF THE OTHER AUTHORITIES CONCERNED

Charlton Kings Urban District Council

80. Charlton Kings Urban District Council were partners in Cheltenham Borough Council's application, and they met us jointly with them. They were

afraid that, if left as a separate urban district, they might be made a parish in Cheltenham rural district in the county review. They thought they would have better representation as a ward of the proposed county borough than as a parish in a rural district. Whatever happened, they did not want their district to be split. While their original preference was that, if Cheltenham were not made a county borough, they should remain an independent unit, they later indicated that, provided the whole of the district were included, merger with Cheltenham as a non-county borough might be acceptable.

Cheltenham Rural District Council

81. The rural district council were prepared to agree that part of Charlton Kings urban district and parts of the parishes of Leckhampton and Prestbury were a continuation of the urban area of Cheltenham and that part of Up Hatherley could also be included in it, but in their opinion all the other areas the borough council sought to include were rural, where any further urban encroachment should be resisted. Nor did the rural district council agree that Cheltenham should become a county borough. Delegation was a nationally accepted system, and there was no reason why it should not work satisfactorily. The suggested extension of Cheltenham would reduce the population and finances of the rural district by about a quarter, and would mean that the rates in what was left of the district would, on the basis of the position in 1959/60, have to be increased by 1s. 4d. in the pound. Moreover, so great a reduction in the population and resources of the rural district would seriously prejudice its position at the county review and possibly even lead to its dismemberment.

Gloucestershire County Council

82. The county council also opposed the suggestion that Cheltenham should, as enlarged, be made a county borough. In their original submission they drew attention to the fact that although Gloucester and Cheltenham were of similar size and population Gloucester was a county borough and Cheltenham was part of the administrative county, but suggested that in fact the circumstances were such as to warrant no change in the status of either; should the Commission decide, however, that both towns should either be boroughs or county boroughs it would be better that Gloucester should become a non-county borough than that Cheltenham should be made a county borough.

83. In their comments on the borough council's suggestions the county council agreed that the urban part of Charlton Kings should be united with Cheltenham, but reserved their opinion about the rest. They admitted that it might be reasonable to extend Cheltenham's boundaries into the rural district to take in the corporation housing estate in Prestbury but could not agree that there was any case for including other parts of the rural district; although some of the urban development in Leckhampton might be regarded as overspill from the borough, its links with Cheltenham were not strong enough to justify inclusion.

84. On the question of status the county council considered that the present system was both convenient and effective: in particular, the education arrangements had worked much better than the borough council were willing to admit. The borough's financial resources were good and, if they were no longer available to the county, the county rate, already high, would rise still further.

Nor would the ill effects on the county be solely financial: the setting up of a county borough in the middle of an existing county area would disrupt the present organisation of county services.

85. Finally, the county council contested the population figures put forward by Cheltenham. The borough council had said that the proposed county borough would have a current population of 86,300 and that this would be 95,000 in 1971. The county council's estimates were, for the same area, 83,500 and 88,000 respectively. While they did not agree that all the areas proposed for inclusion ought to be included in a county borough, they emphasised that even if these areas were included, the county borough would still be so far below the figure of 100,000 as to require proof of "special circumstances" and, in their view, such circumstances did not exist. Cheltenham's status as an educational centre was irrelevant; its good record of administration was not a "special circumstance"; the prospect of industrial expansion was exaggerated; the employment of efficient staff by the county borough would still not exclude the need to make joint arrangements with the county. Only the unusually strong financial resources of Cheltenham were admitted to be a "special circumstance" and even here there was an argument for keeping these resources for the benefit of the county as a whole, which needed such support.

DRAFT PROPOSALS

86. In our draft proposals we explained that we had concluded that a strong case could be made for joining Charlton Kings urban district with Cheltenham, and that the inclusion of parts of Leckhampton, Swindon and Prestbury parishes could also be justified under the regulations. On the information then before us, we estimated that such an area had a population of 84,000, which would increase to 88,000 in 1971. On that view, we had to treat the proposal as one requiring proof of special circumstances. But after examining the special circumstances adduced by Cheltenham and the part which Cheltenham played in the provision of county services, we did not feel the case was strong enough to justify creating a county borough which seemed likely to have a population so far below 100,000.

REACTIONS TO DRAFT PROPOSALS

87. The main new arguments brought forward by Cheltenham to urge us to reconsider our draft proposals related to the figures of population. First, the 1961 census figures, which had appeared after the preparation of our draft proposals, showed that the borough and urban district together had a population of 79,712. The 1961 census figures for the individual parishes concerned were not available; but the borough council estimated the population of the parts to be included at not less than 9,500 (bearing in mind that the rural district as a whole had a population increase of 36 per cent between the 1951 and 1961 censuses and that the increase could be expected to be heaviest in the parishes adjoining the borough). They also wished to add 1,609 pupils who had left for school holidays just before the census date. The borough council accordingly maintained that the population of their proposed county borough was already 90,821. They estimated that the proposed county borough would have a population of 104,750 by 1966 and 111,500 by 1971. They based this on their estimates of natural increase, the 1951-61 rate of immigration into the town,

the increased tempo of building development, and the prospect of more land being freed for building.

88. At the conference at Bristol, the county council agreed with Cheltenham's estimate of the mid-1961 population for the borough; but estimated the population of Charlton Kings at 7,800, a slightly lower figure than that suggested by Cheltenham; they estimated a figure of 8,150 for the parishes of Leckhampton, Prestbury and part of Swindon. The county council accordingly conceded that the present population for the proposed county borough was virtually 90,000. For 1971, the county council added first the natural increase, based on the 1955-60 rate, which would give 4,220 for the proposed county borough area. They were more cautious than the borough council about increases from migration, since they considered that the rapid increase by migration in the previous decade had been due to causes unlikely to persist (including a "once for all" increase due to the arrival of one large organisation). There had also recently been some increase in local unemployment which might discourage further large-scale inward movement. Accordingly the county council assumed that inward migration would henceforward be at only half the 1951-61 rate (after deducting the "once for all" influx previously mentioned). This would give a total population for the proposed county borough of 94,965 in 1966 and 100,480 in 1971.

RECONSIDERATION OF DRAFT PROPOSALS

89. When we came to reconsider our draft proposals in the light of all that took place at the conference it was clear that the outstanding new factor was the change in population figures, based on the 1961 census. While both sides agreed that the current population of the proposed county borough was 90,000, they disagreed about the estimates for 1971. But the most significant fact from our point of view was their agreement that in 10 years the proposed county borough area would have a population of over 100,000, at which figure we must, in accordance with section 34 of the Act, presume it to have a population sufficient to support the discharge of the functions of a county borough.

90. Thus, both sides were at one in accepting that the proposed county borough would attain a population of 100,000; their disagreement was over how long it would take. Cheltenham said that it would be achieved in less than 5 years and Gloucestershire in 10.

91. We ourselves made an examination of the figures and of the various estimates of the likely growth of Cheltenham. We examined in detail the Registrar-General's figures, as well as the electoral registration figures for the component parts of the area, and its industrial prospects. Our conclusion, perhaps not surprisingly, is that the prospects of migration lie somewhere between those suggested by Cheltenham and by Gloucestershire, and that it would be sufficiently cautious to assume in the next decade a rate of migration equal to three-quarters of the 1951-61 rate. As a result, the proposed county borough area should reach a population of 100,000 between 1967 and 1971; and is likely to grow thereafter, so as to be appreciably above 100,000 by 1981.

92. In the course of making the population estimates, we looked again at the precise area which might be included in a potential county borough within the limits of existing and proposed development shown on Map E which illustrates our views as developed in the following paragraphs.

93. First, we had to consider whether the undeveloped area of Charlton Kings should be included. We appreciate the wish of the urban district council that their district should not be divided but we feel that an area such as the eastern half of Charlton Kings, which forms part of the escarpment of the Cotswolds and is of high landscape value, belongs more to the county than to the proposed county borough. Further, since it is accepted by all concerned that this area should be preserved for amenity in its present state, it cannot be argued that its development needs to be planned as part of the urban growth of Cheltenham. In order to get the most convenient eastern boundary for a county borough, we think it should include Charlton Kings Common but exclude the small north-eastern projection of the present borough of Cheltenham.

94. Second, we looked again at the parish of Prestbury. We had previously accepted that the village itself was to some extent separate from Cheltenham though linked to it by some development. We have, however, considered the matter again in the light of the county council's town map, which provides for development which would materially broaden the existing physical links between the village centre and Cheltenham. In addition therefore to regulation 11 (a), which would relate to the existing development linking the village with Cheltenham, we must have regard to regulation 11 (b), with reference to future development in accordance with the development plan. We have concluded that the eastern part of Prestbury parish, which includes most of the parish's population, is and will increasingly be part of the town area of Cheltenham and should be included if there is to be a new county borough.

95. In Leckhampton parish, we think it necessary to include the suburban development at Warden Hill and Leckhampton village, some other land zoned for development in the development plan, and such land as is necessary to get a good boundary. We have taken into account the inner line of the draft green belt, which generally runs a little outside this proposed boundary. We appreciate that the draft green belt line is open to modification and that, should it be modified, some adjustment of our line might be desirable if an order is made.

96. In Up Hatherley parish, we think it would be necessary to include a small suburban area adjoining the present borough boundary, and another zoned for development in the plan. In the south-west of the borough, we think it would be necessary to follow the line of the present boundary with Badgeworth parish, which is in part the inner line of the draft green belt; this would leave the Reddings outside the proposed county borough. Should the draft green belt line be modified in this area, some adjustment of this line might be desirable. In Uckington parish, we think it necessary to include some suburban development on the south side of the Tewkesbury Road; and in Swindon parish we assume the inclusion of the industrial estate owned by the borough of Cheltenham while leaving a small gap separating it from the village of Swindon itself.

97. In framing our population estimates therefore we worked on the assumption that the built-up part of Charlton Kings would be included in the proposed county borough as would parts of Leckhampton, Up Hatherley, Prestbury, Swindon and Uckington parishes.

Effect on county and rural district

98. In their original observations, Gloucestershire drew attention to the effect which the loss of Cheltenham would have on the organisation of their services. In so far as the police, fire and ambulance services are concerned, we need not

consider them further, as Cheltenham have indicated their desire, if they become a county borough, to make joint arrangements with the county, and we see no objection to such an arrangement.

99. As regards the personal services, Cheltenham are an excepted district for education under the Education Act, 1944 and they have delegation of the health and welfare services under the Local Government Act, 1958. They have therefore already enjoyed a considerable measure of autonomy; and thus the effect of complete separation as a county borough would be less than it might otherwise be.

100. The county told us that 250 secondary school pupils came into Cheltenham schools from outside the borough. We have often found similar numbers of county pupils using the secondary schools of a county borough. Again, a substantial minority of the part-time students and about half the whole time students of the North Gloucestershire Technical College and the Cheltenham College of Art would come from outside the proposed county borough. Here again, it is quite usual for a county borough to provide further education for a surrounding area in the county. The Cheltenham College of Art is linked with the Stroud College of Art, but "regional" grouping of colleges of art, with staff pooled between the colleges, under the different authorities, is found elsewhere (for instance, the Norfolk, Great Yarmouth and Lowestoft Colleges of Art are federated in this way). Nor should there be insuperable difficulty in arranging for the county council to have places in the residential home for the blind, the occupation centre and the welfare homes in Cheltenham, if the proposed county borough took these over; or for the county borough to take places in any of these institutions which the county retained under its control.

101. When Cheltenham's suggestions for the creation of a county borough were first put forward, they estimated that it would cost the county a rate of either 6d. or 8d. in the £ and that there would be a reduction of 2s. 7d. in Cheltenham's rate. These figures are estimates and may require some revision to bring them up to date; they may also be affected by revaluation. But they show the general order of the financial effects of the change; and that the loss to Gloucestershire ratepayers might be only one-quarter or even one-fifth of the gain to the Cheltenham ratepayers. The creation of a county borough would reduce the county's rateable value (1961 figures) from £6,287,000 to £4,802,000; allowing for losses to the county boroughs of Gloucester and Bristol and for changes in county boundaries, the population would be reduced to about 396,000 and rateable value to £4,645,000. On the other hand development is continuing elsewhere in the county and if it is assumed that both natural increase and inward migration of population will continue at the rate envisaged in the quinquennial review of the county development plan, the population of the reduced county will probably have risen by about 40,000 to 436,000 in 1971. With the number of separate households rising even faster than population, and the likelihood of continued industrial expansion along Severnside, it is probable that both domestic and industrial rateable value will also rise at a greater rate than population. Thus, Gloucestershire would remain a medium sized county with an adequate case-load for effective services. The financial loss to Gloucestershire, if Cheltenham became a county borough, would be more serious than the loss of population. But industrial and power station development should be of help to them here, and set off to some extent the effect on rateable value of the loss of Cheltenham.

102. As regards the effect on Cheltenham rural district, the area proposed for inclusion in the county borough has just over a quarter of the rural district's population and just under a quarter of its rateable resources. The rural district council admitted that the rest of the district would be large enough to function efficiently compared with other districts of the county and would still be larger and financially stronger than a number of others. On the other hand, they felt that they were entitled to look to the future, when they might be prejudiced by other changes affecting their district at the county review. While we do not know the intentions of the county council, we think that the distribution of population in the county is such that they would not be seriously handicapped at the county review.

103. We do not, therefore, consider that the effect either on the county or the rural district is so serious as to outweigh the case for putting in with Cheltenham those suburban areas which properly belong to it and which were, in fact, already part of the area shewn for development in the county council's town map for Cheltenham.

PROPOSALS FOR CHELTENHAM

104. In reviewing the whole question after the conference, we considered that if a county borough were to be formed, the appropriate area for it would comprise the borough, the built-up part of the urban district of Charlton Kings and certain built-up areas in the neighbouring parishes, and we found that the case for including these areas in Cheltenham had been made out. We then took account of the new evidence on population and we were satisfied that the proposed county borough would number 100,000 inhabitants within a few years and could be expected later to increase further still. On population, therefore, the presumption was that this area would support the discharge of the functions of a county borough. On the other hand, the effect on the county and rural district was not such as to negative these arguments.

105. We accordingly recommend the constitution of a county borough comprising the borough of Cheltenham and the built-up part of the urban district of Charlton Kings, with parts of the parishes of Leckhampton, Up Hatherley, Prestbury, Swindon and Uckington. The boundaries of the proposed county borough would be as shown in Map 6 and described in Appendix 12.

PART 4—ADJUSTMENTS TO THE COUNTY BOUNDARIES

BOUNDARY WITH WILTSHIRE

Long Newton (Tetbury rural district, Gloucestershire; Malmesbury rural district, Wiltshire) (Map 1, Part 1).

106. The county boundary in this area follows in general the course of the

Foss Way, but there are at present four small pieces of Tetbury rural district on the Wiltshire side of the Foss Way. All the authorities concerned were agreed that these areas should be transferred to Wiltshire, and we made draft proposals accordingly, which we now confirm as our final proposals.

Westonbirt (Tetbury rural district, Gloucestershire; Malmesbury rural district, Wiltshire) (Map 1, Part 2).

107. Tetbury Rural District Council suggested two alterations to the county boundary near the village of Westonbirt, one to put the whole of the village, which is at present divided by the county boundary, into Gloucestershire, and the other to transfer a salient of Malmesbury rural district to Gloucestershire, so that the A.433 road would not have a short length in Wiltshire with consequent complications of highway administration. No one opposed the draft proposals we made giving effect to these suggestions, and we have incorporated them in our final proposals.

BOUNDARY WITH SOMERSET

Swineford (Warmley rural district, Gloucestershire; Bathavon rural district, Somerset) (Map 1, Part 3).

108. The hamlet of Swineford is at present divided by the county boundary and the Somerset authorities suggested that it should be united in Somerset. This was opposed by the Gloucestershire authorities, and since most of the rateable value is already on the Gloucestershire side of the boundary, as is the local primary school, we suggested in our draft proposals that the whole hamlet should be in Gloucestershire. The Somerset authorities did not object to the draft proposal, which we now confirm as our final proposal.

Charlcombe, Swainswick, St. Catherine and Batheaston (Bathavon rural district, Somerset) (Map 1, Part 5).

109. We describe in Part 1 of the next chapter the adjustments we propose to the north-eastern boundary of Somerset, which include the transfer of parts of the parishes of Charlcombe, Swainswick, St. Catherine and Batheaston in Bathavon rural district to Gloucestershire and will give Gloucestershire a common boundary with Bath county borough.

CONCLUSION

110. The net effect of our proposals for the administrative county of Gloucestershire, taking into account the transfer of territory from Bathavon rural district in Somerset (referred to in Part 4 of this chapter and described in detail in Chapter 2), would be to reduce the population by 102,000 (20 per cent) to 396,000, the area by 7,400 acres (1 per cent) to 766,000 acres and the rateable value by £1,640,000 (26 per cent) to £4,645,000.

111. We have explained in paragraphs 89 to 104 of Part 3 of this chapter why we think it is right to make Cheltenham and Charlton Kings into a new county borough. We are satisfied that the county as thus reduced in population and rateable value would have sufficient resources to be effective, and would still be a convenient unit of local government. The transfer of territory to the county boroughs of Bristol and Gloucester would not, in our opinion, create serious

difficulties in the administration of services in the nearby county areas and would make local government in the county boroughs themselves and in the areas to be transferred more convenient and effective. The adjustments to the county boundaries would, when taken with those we proposed in the course of our review of the West Midlands General Review Area, add to the general convenience of county and district administration.

CHAPTER 2 SOMERSET

INTRODUCTION

112. Somerset has a boundary of 31 miles with Gloucestershire, its other neighbours being Wiltshire, Dorset and Devon, of which only the last is in the South Western General Reveiw Area. There is only one county borough—Bath—entirely within the geographical county, although part of the county borough of Bristol is within the geographical county. The administrative county, which is predominantly rural, has a population of 520,000 and a rateable value of £6,379,000; and covers an area of 1,026,047 acres. The county offices are in Taunton, which is the largest town in the county except for the seaside resort of Weston-super-Mare.

113. We have proposed some extensions of Bristol county borough into Somerset, and a small alteration to the boundary with Gloucestershire which is described in part 4 of Chapter 1. In part 1 of this chapter we deal with our proposals for Bath county borough and for the north-east part of the county that lies between Bath and the Gloucestershire boundary to the north and the Wiltshire boundary to the east. In part 2 we describe the alterations we propose to the boundaries with Dorset, Devon and Wiltshire.

PART 1—BATH COUNTY BOROUGH AND NORTH EAST SOMERSET

114. The city and county borough of Bath lies on either side of the river Avon in the north-east corner of Somerset about 2 miles from the Gloucestershire and Wiltshire boundaries, from which it is separated by a strip of Bathavon rural district.

115. Bath was a spa during the Roman occupation and its earliest charter dates from the 12th century, but the 18th century gave it the form and character which have made it famous. The hills encircling the city, which rise to a height of between 500 and 600 feet, have determined the directions in which it has been able to grow. Although there is some industry in the city it is not a growing industrial centre like Cheltenham but remains a spa and residential town as well as being a centre for administration, trade, commerce and the professions.

116. Administratively Bath is one of the original county boroughs. It has been enlarged twice this century—in 1911 when the area was increased by 1,770

acres, and in 1950 when 1,126 acres of Bathavon rural district were added. The city now covers an area of 6,278 acres and has a rateable value of £1,222,000. The present population is 81,600 and the development plan estimate for 1971 is 82,000.

117. Bathavon rural district, which surrounds the city, extends over nearly 40,000 acres and has a population of nearly 21,000 and a rateable value of £188,500. To the north it is bounded by Bristol county borough and the administrative county of Gloucestershire; to the east lies Wiltshire. There is some residential development in the parts of the district nearest to Bath, but much of this land is in the green belt¹. In the eastern part of the district the valley of the Avon (known here as the Limpley Stoke valley) is an area of great natural beauty. The district council offices are in Bath. The county council also have a local office in the city from which they administer some parts of the health service for the rural district: other parts of this service are administered from Norton Radstock, together with planning and the children's service. The local welfare officer for the rural district has his office in Keynsham, and education is administered by a district committee that meets in Taunton, between 40 and 50 miles away.

THE LOCAL AUTHORITIES' SUGGESTIONS ABOUT BATH COUNTY BOROUGH *Bath City Council*

118. Bath City Council asked for the whole of the parish of Bathampton and parts of the parishes of Batheaston, Bathford, Charlcombe, Monkton Combe, Southstoke and Swainswick in Bathavon rural district to be transferred to the city, thus increasing its area by 2,882 acres to 9,160 acres, the rateable value by £88,000 to £1,271,000 and the population by 9,200 to 90,000. Details of their claim are at Appendix 8.

119. The city council said that the parts of Southstoke and Monkton Combe for which they were asking were built up continuously with the city and that there was also development across the boundary into Swainswick. There was some continuity of development from the city along the Landsdowne Road into Charlcombe, where the Admiralty had their establishment; there was ribbon development out into Bathampton; and there was very little land still undeveloped along the London Road to Batheaston, although there was a break between Batheaston and Bathford. All these places were virtually part of the city in that the people living there worked in Bath, and looked to it for shopping, entertainment and other activities; the residents would benefit considerably if they became part of the city and enjoyed the benefits of the city services and an administration that was close at hand.

120. Not all the land the city council asked for was built-up: they said that some of the undeveloped land would be needed for overspill housing. The council had intended to use part of the land taken into the city at Claverton Down in 1951 for housing, but the Minister of Housing and Local Government had not approved its allocation for that purpose in the development plan and it had since been bequeathed by the owner to the National Trust. While there was some land in the city ripe for development this was more suited for light industry than housing; there was also a shortage of sites suitable for school playing fields.

¹ The proposals for the green belt round Bath have been submitted to the Minister of Housing and Local Government but have not yet been formally approved.

121. The city council also drew attention to the need for planning the city and its environs as one. Because the city centre was at the bottom of a basin, development on the slopes round the outskirts could be seen from the centre, and even a small piece of ill-planned development there could have a very damaging effect.

Bathavon Rural District Council

122. The rural district council resisted the city council's claims, drawing attention to the strong opposition of the people living in the areas affected. In the council's view the various developed areas round the edge of the city were in no sense suburbs but were separate villages—Combe Down in Monkton Combe parish was perhaps the most closely linked with the city but even that had an independent social life of its own. The people in these villages did not want to become citizens of Bath and the council could not agree that it would, for example, be more convenient for children in the rural district to go to secondary schools in Bath than to those in Keynsham, as the county council provided school buses to Keynsham but the children would have to make their own way to school in Bath.

123. Nor did the rural district council agree that the city council were likely to need land outside their boundaries for housing, and they rejected the suggestion that only the city council were capable of planning the outskirts properly—they thought the city council were likely to want to build at much higher densities than had hitherto been allowed.

124. The rural district council also asked that three small areas now in the city (the land now preserved by the National Trust at Claverton; land at Monkton Combe; and land at Southstoke) should be transferred to the county. Both the first two were farm land and it was more appropriate that they should be in a rural district than in a county borough. A small piece of the land at Southstoke was used as a private sports ground; the rest consisted of a large house and farmland. The city council had originally intended to use it for playing fields, but were now unlikely to do so, and the area should be returned to the county to keep it in agricultural use.

Somerset County Council

125. The county council also opposed the city council's claims on much the same grounds as the rural district council. They could not accept that the city council would need to house any of their existing population outside the city boundaries, and they said that the city council had admitted this at a recent planning inquiry. None of the built-up areas (except, perhaps, Bailbrook in Swainswick parish) had the closer and more special links with the city that would justify their inclusion in it even where, as at Combe Down, there was continuity of development with Bath: all these places had a life of their own. The county council considered that they were the appropriate planning authority for the area round the city and provided all the necessary services as well as or better than the city council could.

SUGGESTIONS ABOUT NORTH EAST SOMERSET

126. Bath lies in the north-eastern corner of Somerset and is separated by relatively narrow strips of the administrative county from Gloucestershire to the north and from Wiltshire to the east. The area to the east of Bath includes the beautiful Limpley Stoke valley (Fig. 1). The need for unified planning control

here has been recognised by the existence of a joint planning committee. The county and district councils concerned were all agreed that the present boundary was anomalous, particularly in the Limpley Stoke/Freshford area and at Conkwell, but they had different views on how it might be improved.

The Wiltshire authorities

127. Wiltshire County Council, who said that the main flow of traffic through the valley was to Wiltshire, and Bradford and Melksham Rural District Council at first suggested only that part of the hamlet of Conkwell, at present in Somerset, should be transferred to Wiltshire. Later during the review they put forward, in agreement with the city council, a revised scheme under which parts of the parishes of Bathford, Monkton Combe, Freshford and Southstoke, and the whole of the parish of Claverton, would be transferred to Wiltshire.

The Somerset authorities

128. Somerset County Council and Bathavon Rural District Council proposed that the whole of the parish of Limpley Stoke and part of the adjoining parish of Winsley, together with a small part of Westwood, should be transferred from Wiltshire to Somerset, so that the whole of the Limpley Stoke valley would be under the control of one planning authority. The councils considered that the whole area was typical of the Somerset countryside round Bath and had a natural community of interest with the Somerset parishes of Freshford and Monkton Combe.

DRAFT PROPOSALS

129. In our draft proposals for Bath and north-east Somerset we said that four inter-related questions arose in this area:—

- (a) whether Bath should be extended to take in some or all of the neighbouring areas which are now at least partially developed;
- (b) whether Bath should remain as a county borough, in view of its present and expected population;
- (c) the control of the Limpley Stoke valley;
- (d) the administration of the north-eastern fringe of Somerset, which is virtually separated by Bath from the rest of the county.

We found that the built-up parts of the parishes of Charlcombe, Swainswick, Batheaston, Bathampton, Monkton Combe and Southstoke adjacent to the city as shown on Map B satisfied the requirements of regulations 11(a) and (b), bearing in mind the probable need for Bath to accommodate population which could not all be housed on sites within the city. Some of the development we found was not continuous on a broad front with development in the city, but we thought that regard must be had to the natural obstacles—both steep hills and land liable to flooding—which had prevented development in some places and forced it to take the form of ribbon development along the main roads out of the city (see Fig. 1). We thought that the attraction of Bath as a centre, and the fact that these settlements were all confined within the Avon Valley, had produced links with Bath of a kind which were within the scope of regulation 11. We therefore proposed their inclusion in the city.

130. Our proposal for the Limpley Stoke valley was that it should be included in Wiltshire for the following reasons:—

- (a) the valley as a whole is more remote from the county town of Somerset and even from the area planning administration in Norton Radstock than

it is from Trowbridge, the county town of Wiltshire, and Bath itself is interposed between part at least of the valley and the main body of Somerset.

(b) the main line of traffic along the valley runs between Bath and Wiltshire, rather than into Somerset, and its problems can therefore be looked at more naturally with those of Wiltshire than with those of Somerset.

131. We went on to say that, if the Limpley Stoke valley were treated in this way, we thought there would be advantage for the administration of local services if the remaining area of Somerset to the north and east of Bath were divided between Wiltshire, Gloucestershire and Bath itself. We accordingly proposed the transfer from Somerset of all or part of the following parishes:—

(a) to Wiltshire, nearly all Bathford, the whole of Claverton, the part of Monkton Combe not transferred to Bath (see paragraph 129) most of Freshford, and small parts of Hinton Charterhouse and Southstoke parishes;

(b) to Gloucestershire, St. Catherine and the northern parts of Charlcombe, Swainswick, Batheaston and a very small part of Bathford;

(c) to Bath (in addition to the areas mentioned in paragraph 129), the remainder of Charlcombe, Swainswick, and Batheaston and a small part of Bathford.

REACTIONS TO DRAFT PROPOSALS AND FURTHER CONSIDERATION

132. Our draft proposals brought objections from Somerset County Council, Bathavon Rural District Council and Bathampton, Batheaston, Bathford, Charlcombe, Freshford, Monkton Combe, South Stoke and Swainswick Parish Councils and also from various other organisations and individual residents. Bath City Council, Wiltshire County Council and Bradford and Melksham and Calne and Chippenham Rural District Councils expressed support for our draft proposals. Gloucestershire County Council said that, while they had not asked for the area proposed to be transferred to them, it would not present them with any material difficulty.

133. The representations on our draft proposals and the discussion at the Bristol conference covered the four inter-related problems to which our draft proposals refer. We now discuss each of these problems in turn, summing up briefly the points made by the authorities concerned and our own further consideration of them. In doing so we emphasise the order in which the four problems have been considered. We did not, as suggested by some authorities, first consider whether Bath should remain a county borough and then see how its population could be built up: we considered first whether part or all of the area claimed by the city should be included in it, having regard to regulation 11 and other relevant factors; we then considered whether with all legitimate extensions it should or should not remain a county borough. Next we turned to the control of the Limpley Stoke valley and finally we considered what should be done about the remainder of the north-eastern corner of Somerset.

134. Somerset County Council and Bathavon Rural District Council opposed the draft proposals on a number of grounds. Among the main points they raised were the nature of the physical links between Bath and the surrounding parishes, the planning of Bath's environment, problems of secondary education, Bath's need for land for overspill and the effect on Bathavon rural district. We deal with these points in more detail later.

135. The main points made by the parish councils concerned their independence from the city in origin and character, their separate social life and activities, their satisfaction with the present state of things and their desire to remain separate.

The area claimed by Bath—Physical links

136. In looking at the built-up areas claimed by Bath, we bore in mind the way in which Bath has spread gradually along the flanks of the main river and the tributary valleys, avoiding the flood plain and the steep slopes, but still growing steadily wherever the ground was suitable until it reached the present stage as illustrated in Figure 1 and on Map B. It was argued at the Bristol conference that wherever there was continuity of development across the boundary it was not because Bath had grown outwards, but because places like Bathampton or Batheaston had grown towards Bath. We must, however, look at the facts as we find them; and the facts are that the development across the boundary is similar on both sides of it, that what were villages have largely become residential suburbs of Bath, that they resemble similar areas within the city itself, and that they are no longer rural villages but parts of a virtually continuous town area.

137. The physical links which we found were described in detail at the conference: the objecting authorities for their part pointed out what they considered to be the breaks in these links. Critics of our proposals drew particular attention to the London Road (A4) which runs eastwards from Bath through the parish of Swainswick into Batheaston; and it was said that there was a distinct gap which precluded continuity of development between Bath and the built-up parts of these parishes. In fact, the northern side of this road is occupied by a small public park, the grounds of a mental hospital and a number of large suburban dwellings. The southern side of the road there is practically continuous development including offices, a garage, and houses of suburban character. The only gaps in the development comprise a small grazing plot on steeply sloping ground and a strip of about 200 yards shown on the development plan as market garden, part of which is advertised for sale in building plots. The county's development plan maps, aerial photographs and our own impressions when visiting the area all confirmed its essentially suburban character. We are satisfied on similar evidence that there are strong links in development between Bath and other built-up parts of Swainswick parish, and between Bath and the built-up parts of Bathampton, Charlcombe, Monkton Combe and Southstoke; and that these areas are continuations of the town area of Bath.

138. We had also in our draft proposals included in Bath some land which was not built-up, and Somerset argued that we had no warrant to include in a county borough any land beyond what came strictly under regulation 11(a) and (b). We cannot, as was explained at the conference, accept this contention; as we see it we must have regard to whatever makes for effective and convenient local government in a particular area, and in doing so must always have regard to the matters set out in regulation 11(a) and (b) but not to them exclusively if other matters are relevant. In this area the physical setting of Bath, which is shown on Fig. 1 and to which Somerset themselves referred in their observations on our draft proposals, seemed to us most relevant. They referred to the limits set by the circuit of hills around the city as defining the city's ultimate boundaries, and we think that a line broadly following the crest of these hills gives a sensible boundary for the county borough. Accordingly we have proposed the inclusion of the hamlet of Charlcombe and the village of Swainswick, although they are not physically linked with the city.

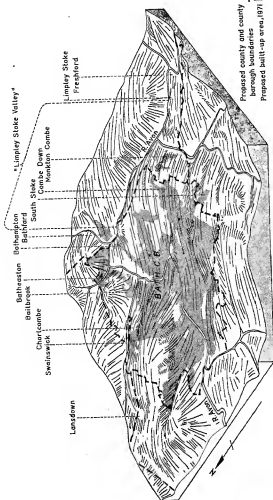


Fig. 1 Bath in its Physical Setting

139. Bath's livelihood depends, in the last resort, on the maintenance of its unique character—the Georgian city framed in the natural amphitheatre of the surrounding hills. Development of the slopes above it, therefore, is of vital concern to the city and should in our opinion come within its control; the council have shewn great care in preserving the city's architectural heritage and we do not think them likely to be less careful of the city's natural background.

Other links with Bath

140. The presence or absence of links (other than physical) between Bath and the claimed areas was discussed at length at the conference, and we were left in no doubt that most of the inhabitants, and even more clearly most of the elected representatives in these areas, wished to remain in the county. But our duty is not to follow such preferences automatically but rather to have regard to them amongst a number of factors. This we have done.

141. We are satisfied that the parishes or parts of parishes which we propose to include in Bath already look to that city as their centre for social and economic life and for entertainment. Communications between the outlying areas and the centre of Bath are good. There are close links in employment. At the 1951 census 37 per cent of the population of Bathavon rural district as a whole worked in Bath; the percentage of the population in the parishes concerned must be far higher. There is a corresponding link in the opposite direction as people from Bath go out to work in the surrounding areas (for example, to the Admiralty establishments).

142. Our conclusion is that these other links reinforce the reasons based on geography and development for including the areas concerned in Bath. The existence of these links does not prevent these areas from having a life and character of their own and we do not believe these need be materially affected if they come within the city's administrative boundaries. We therefore conclude that, so far as these grounds go, we should adhere to our draft proposals.

143. The question whether their inclusion would show a balance of advantage was discussed at length at the conference, as well as in written comments, with reference to the education service. As regards other services, Somerset agreed in their comments on our draft proposals that "the incorporation of these areas within the city would no doubt simplify the provision of some of the services at present provided by the county council."

144. On education Somerset argued strongly at the conference that it would be to the disadvantage of children both in the claimed areas and from further afield if those areas became part of Bath. Their main points were:—

- (i) that Bath could not provide grammar school places for the added areas,
- (ii) that whichever authority administered the Ralph Allen School at Combe Down would need to make extensive cross-boundary provision, otherwise the children from further afield would not be served,
- (iii) that public service transport would be used in Bath, which would be less good than the Somerset school buses, even though the journeys in the county (for example to the grammar school at Keynsham) might be longer in mileage.

145. Bath City Council said that there were 68 children aged 10-11 in the claimed areas; if 20 per cent of these went to grammar schools (Somerset's figures) places would be required for 14 children a year; they could meet this

sort of requirement without difficulty, bearing in mind the greater number of places they were now taking in direct grant schools. They had enlarged their secondary modern provision in the last decade and saw no difficulty in finding places for these children: they agreed that cross-boundary arrangements would need to be made if the Ralph Allen School were under their control.

146. We have had further information from both sides since the conference and are satisfied that Bath should be able to meet the educational needs of the fringe area, although we think that by 1971, when the number of children involved will reach a peak, some additional accommodation might have to be provided—but this might be so even if the claimed areas remained with the county.

147. On the question of distance between home and school, we think inclusion of the fringe areas in Bath should bring advantages, particularly where the child must now travel across Bath to Keynsham. School buses are a convenience but they cannot be used by individual children who stay for after-school activities, which can be of great value.

148. The further education of the whole area is centred on Bath and the incorporation of the suburbs would make the co-ordination of secondary and further education for them easier.

149. Having further studied the facts of the case and the opinions expressed we conclude that it would be an advantage in education to bring the claimed areas into the city.

150. The balance of advantage concerns not only services, but the effect of changes on existing authorities: we come back to this point after discussing other proposed changes affecting them.

Overspill

151. In their original suggestions for the extension of the county borough the city council put forward, as one reason for extension, the need to house people who could not be housed within the present boundaries, and we mentioned this in our draft proposals. In their written observations Somerset drew attention to a statement made on behalf of the city at the inquiry held by the Minister of Housing and Local Government on 11th July, 1961, into the quinquennial review of the city development plan. This statement was to the effect that the estimated population of 82,000 could be accommodated within the city and that the city council did not rely on the argument that there was not sufficient land within the present city boundary to meet their present housing needs.

152. This matter was the subject of considerable discussion at the conference. Bath City Council maintained that the undertaking given at the inquiry related only to the quinquennial review of the development plan, which they said looked forward only five years, and that the undertaking was therefore similarly limited.

153. If we accept what Bath City Council said at the conference, that still does not provide us with any positive reasons for holding that there will or will not be an overspill need at a later date. In considering the matter further we do not now feel that we can rely on overspill need as forming any part of the case for extension of Bath.

The Limpley Stoke Valley

154. Somerset County Council, in their observations on our draft proposals,

said that the Limpley Stoke valley was the name for that part of the Avon valley which extends from the village of Limpley Stoke to where it flattens out between the villages of Bathford and Bathampton. Bathavon Rural District Council defined it as extending from Freshford in the south to Bathford in the north. The Somerset authorities said that our draft proposals would still leave the Limpley Stoke valley in the area of two planning authorities, Bath and Wiltshire, and thus fail to secure the desired unification of responsibility for planning under a single authority. On the other hand, Bradford and Melksham Rural District Council, who also claimed to speak from local knowledge, maintained that the northern boundary of the Limpley Stoke valley ran from the Dry Arch on the west bank (that is, at the south-eastern corner of the settlement of Bathampton) to the spur on which Bathford stands on the east bank, which was within 500 yards of our proposed boundary between Bath and Wiltshire; and that, subject to moving the proposed boundary 500 yards to the north, our proposals would put the Limpley Stoke valley under one planning authority, Wiltshire. We do not wish to lay down what is the correct definition of the valley, but we do accept that the area which needs unification of planning control is that defined by Bradford and Melksham Rural District Council, since north of the boundary they mention (which we now adopt as our own) the Avon valley broadens out, contains urban development and begins to turn to the west; therefore the area which needs unity of planning control, because it forms a single sector of unspoilt landscape, is that which runs from this point southwards to the village of Limpley Stoke.

155. As between Somerset and Wiltshire, we are satisfied that the affinities of the valley are more with Wiltshire than with Somerset. At the northern end, the way out of the valley leads into Bath; but at the southern end, the way out is through Bradford-on-Avon, which is within easy reach of Trowbridge, the county town of Wiltshire. As was said by the Chairman of Bradford and Melksham Rural District Council at the statutory conference, "Once you are in the Limpley Stoke valley the only way you can get to Somerset is to climb out of it; on the other hand the valley leads straight to Wiltshire".

156. We are satisfied, on looking again at these arguments, that the planning responsibility falls more naturally to Wiltshire than to Somerset; the county town of Wiltshire is nearer than even the divisional centre (Norton Radstock) of Somerset and certainly much nearer than the county town of Somerset (Taunton); and the Claverton Parish Council, whose parish occupies the major part of the western side of the valley now in Somerset, have not objected to the proposals.

Bathford

157. We propose to put most of Bathford parish into Wiltshire. At the conference Bathford's representatives said the parish was being divided into three. In fact, only seven acres (needed to straighten a boundary) would be put into Gloucestershire; 35 acres of new housing cut off from the main village by the railway embankment would be put into Bath, together with Batheaston from which this housing estate is physically indistinguishable. Thus what we propose to transfer to Wiltshire is the main village of Bathford.

158. We have done so because we feel that Bathford is still sufficiently rural in character to form part of a county rather than of a county borough. Bathford is no further from Bradford-on-Avon, which would become its rural district

centre, than it is from Bath, where the rural district offices of Bathavon now are. As to affinities and convenience, it is perhaps not without significance that the Bathford Women's Institute is, we understand, affiliated to the Wiltshire and not the Somerset Federation.

North East Somerset

159. The arguments against our draft proposal to transfer areas in north-east Somerset to Wiltshire and Gloucestershire were mainly that for county services Trowbridge and Gloucester or Filton were less convenient than Norton Radstock or Bath, the centres now mainly used for services to these areas. For district services it was similarly argued that Chippenham, Bradford-on-Avon or Chipping Sodbury were less accessible than Bath, the headquarters of Bathavon Rural District Council. It was suggested, too, that no sufficient reason existed for considering any change and that the existing arrangements were quite satisfactory.

160. We are not convinced by these arguments. The geographical situation of this area is so peculiar—a curved strip about nine miles long, not more than two miles wide at the most, and often very much less, between the county borough of Bath and the counties of Gloucestershire and Wiltshire—that even if the question of Bath's extension had not arisen, we should have had to consider whether the provision of local government services in this part of Somerset could be simplified. We have had plenty of evidence from people with practical experience of running local government services, such as the local health service, that the organisation of services in an isolated corner of a county involves difficulties. For instance, if a county employee such as a health visitor falls sick or has otherwise to be absent from duty, in the usual way his or her place can be filled by arranging for an officer in an adjacent area to take over temporarily. But the replacement has to come from further away if the staff in the adjacent areas belong to different authorities. This is only one example of problems which are bound to arise in the present situation and would be remedied if the narrow strip of Somerset beyond Bath were transferred to the neighbouring authorities.

Areas for transfer to Gloucestershire

161. We have proposed, for convenience of administration, the transfer to Gloucestershire of the area between it and Bath, as extended. It might be convenient if these areas were included within Bath, but we did not feel it appropriate to include purely rural territory, lying beyond the crest line of the hills which we have taken as the true boundary of Bath. The population involved is less than 500. We mention this, not because we think that the interests of a relatively small number of people can be disregarded, but because it confirms the assurance given by Gloucestershire that the transfer of this area would not present them with any undue burden.

Effect on Bathavon Rural District

162. The transfers we propose from Somerset and Bathavon rural district to Bath, Wiltshire and Gloucestershire, would involve a total population of about 10,500 and a rateable value of £102,000. Such a loss, as Somerset County Council admitted, would not of itself directly or seriously weaken the county, but they said that the indirect effects would be more severe. Bathavon rural district would lose more than half its population and be left with less than 10,000 and

its rateable value per head would be reduced from £9 9s. 6d. to £7 10s. 1d. At present, it was one of the most progressive rural districts in Somerset, with offices in Bath within easy reach of all the inhabitants of the district, many of whom would in any case go there from time to time for business or pleasure. It was very much open to question whether the rural district, as reduced by our proposals, could be an effective unit of local government, having regard to its financial resources measured in relation to need. The county mentioned the possibility of amalgamating the remainder of the district with either Clutton or Frome rural districts, or dividing it between them, but they said any of these courses would result in an unwieldy and unworkable area. We have considered these objections but we find it impossible to believe that the division of Bathavon between Clutton and Frome is impracticable. We do not think that the distances involved would be unusual in a rural district, and practically every parish in the remainder of Bathavon rural district has a bus connection to the centre of one or other of the two neighbouring rural districts.

PROPOSALS FOR BATH AND NORTH EAST SOMERSET

163. To sum up, the effect of the proposed changes on Somerset and its county districts does not seem to us, in the light of the views we have heard and our further consideration of the problem, to negative the strong case we believe exists for transferring to Bath, to Wiltshire and to Gloucestershire respectively the areas proposed.

164. We accordingly propose the transfer from Somerset:—

- (i) to Bath, of most of the parish of Bathampton, parts of the parishes of Batheaston, Bathford, Charlcombe, Monkton Combe, Southstoke and Swainswick, and a very small part of the parish of St. Catherine; the boundaries of the areas concerned would be as shown on Map 2 and described in the schedule contained in Appendix 12;
- (ii) to Wiltshire, of the parish of Claverton, most of the parishes of Bathford and Freshford, the remainder of the parish of Monkton Combe, part of the parishes of Bathampton and Hinton Charterhouse, and a very small part of the parish of Southstoke;
- (iii) to Gloucestershire, virtually all of the parish of St. Catherine; the remainder of the parishes of Batheaston and Swainswick, part of the parish of Charlcombe and a very small part of the parish of Bathford; the boundaries of these county areas would be as shown on Map 1 (Part 5) and described in the schedule contained in Appendix 12.

We also propose the transfer from Wiltshire to Somerset of a small part of the parish of Limpley Stoke.

PART 2—ADJUSTMENTS TO THE COUNTY BOUNDARIES

BOUNDARY WITH WILTSHIRE

Norton St. Philip (Frome rural district, Somerset; Bradford and Melksham rural district, Wiltshire) (Map 1, Part 4).

165. Wiltshire County Council originally suggested to us that Frome rural and urban districts should be transferred from Somerset to Wiltshire, on the grounds that this part of Somerset was much nearer to Trowbridge than to Taunton, and had long-standing links with west Wiltshire; such a transfer would also, they thought, facilitate the review of their county districts. Somerset County Council and Frome urban and rural district councils did not agree, pointing out that with Somerset's decentralised administration the office for most county services in Frome was at Norton Radstock, and the fact that Taunton was further away than Trowbridge was accordingly irrelevant. Moreover, Frome people had no community of interest with those of Wiltshire, and the countryside round Frome was part of the Mendips and different from Wiltshire. Nor did the Somerset authorities consider that Wiltshire County Council would have any difficulty in reorganising their districts without Frome, whereas the loss of Frome would seriously damage the decentralised organisation of county services in Somerset.

166. Frome Rural District Council, however, had suggested that the parishes of Corsley and Chapmanslade in Warminster and Westbury rural district should be transferred from Wiltshire to Somerset, since the links of these parishes were with Frome rather than with Warminster; and Somerset County Council thought we might consider what should be done with a piece of the parish of Norton St. Philip, in Frome rural district, which projects into Bradford and Melksham rural district.

167. We came to the provisional conclusion that in view of the effect which their loss would have on the organisation of county services in Somerset Frome urban and rural districts should remain in Somerset, nor did we think there was any advantage to be gained from transferring the parishes of Corsley and Chapmanslade from Wiltshire to Somerset. We suggested a small adjustment at Norton St. Philip, to secure a more convenient boundary.

168. All the authorities concerned accepted our draft proposals for Norton St. Philip, but Wiltshire County Council were disappointed that we had not made any more radical suggestions, and submitted a revised suggestion for bringing the whole of the A.36 road into Wiltshire. This would have meant the transfer from Somerset to Wiltshire of the whole of the parishes of Freshford and Hinton Charterhouse in Bathavon rural district (see paragraph 164 of part 1 of this chapter) and the parishes of Norton St. Philip, Tellisford, Rode, Beckington and Berkley in Frome rural district. At the Bristol conference Wiltshire County Council said that the boundary in this area was not clear, that the change would facilitate the administration of the trunk road A.36, and that it would be more convenient for the inhabitants to have Trowbridge, rather than Taunton, as their county town. While the line of the road was the basis of the proposal, Wiltshire had proposed to include whole parishes, rather than take the line of the road and bisect them. The Somerset authorities were all strongly against

the suggestion. The only positive advantage we could see was bringing the A.36 under a single authority and we did not think this would be worth the other consequences of the change. We have therefore adhered to the small change suggested in our draft proposals.

Pen Ridge Farm and Penselwood (Wincanton rural district, Somerset; Mere and Tisbury rural district, Wiltshire) (Map 1, Part 8).

169. Wincanton Rural District Council suggested that Pen Ridge Farm, at present in the parish of Stourton with Gasper in Mere and Tisbury rural district, should be transferred to Somerset as all its links were with the parish of Penselwood in that county. They also suggested that another small piece of Stourton with Gasper parish at Hart Hill should be transferred to Somerset to secure a better houndary. These suggestions were acceptable to all concerned, and we make proposals accordingly.

BOUNDARY WITH DORSET

Yeovil and Wincanton (Map 1, parts 7 and 10).

170. Dorset County Council, who were supported by Bridport, Beaminster, Sherborne and Sturminster Rural District Councils, suggested that Yeovil borough and rural district, and the parishes of Corton Denham, Henstridge and Milborne Port in Wincanton rural district, should be transferred from Somerset to Dorset. They said that Yeovil, on the border of the two counties, served areas in both and it would therefore be more convenient if the whole area served by Yeovil were in one county. That county should be Dorset which was weaker than Somerset, and which would thereby gain a base from which decentralised services for the northern part of the county could be administered. Somerset County Council, supported in turn by their district councils, contended that the people living in these areas did not want to leave Somerset, and that the Yeovil division for various county services would not be workable without them. We concluded that any gain to Dorset from such a change would be outweighed by the damage to Somerset, and we did not, in our draft proposals, recommend any major change in this part of the Somerset boundary.

171. Somerset County Council had, however, drawn our attention to irregularities in the boundary in the neighbourhood of Corton Denham and Purse Caundle and Wincanton Rural District Council had suggested that the boundary at Corton Denham should be straightened by the transfer of the southern part of the parish of Corton Denham to Dorset and we incorporated these suggestions relating to Purse Caundle and Corton Denham in our draft proposals.

172. After we had issued our draft proposals the Somerset authorities welcomed the fact that we had suggested no major alterations to the boundary in the Yeovil area. Dorset County Council again said that they considered the benefits to the area as a whole of their proposals for Yeovil and Wincanton would outweigh the temporary inconvenience to Somerset County Council of having to re-adjust their services. The resources of the smaller county would be greatly increased; Yeovil could serve as an administrative centre for the whole area of which it was the natural focus; Dorset would be able to decentralise their services fully which they could not do at present in the northern part of the county. They added at the conference that, while they thought this would be an ideal solution, they fully appreciated it raised issues on which a great deal could be said on both sides.

173. Apart from this major proposal, Dorset County Council strongly urged the claim to Corton Denham, Henstridge and Milborne Port, which raised issues meriting consideration separately from the wider claim. This claim, because only three parishes were involved, would not interfere materially with Somerset's decentralisation arrangements, and should relieve them of responsibility for an area which was not so easily accessible from Yeovil as from Sherborne. It would strengthen Sherborne as a centre by enabling it to serve more of its natural catchment area; it would simplify responsibility for the A.30 road which at present went in and out of Dorset for a considerable distance; and would avoid the need to split Corton Denham and Purse Caundle parishes, as suggested in our draft proposals.

174. After the conference we considered again very carefully both the major and the minor proposals of Dorset. As regards the major change, we still feel that it would mean a disruption of the existing arrangements in Somerset greater than the benefit to Dorset and would not be justified by simplification of the existing arrangements for the provision of local government services. As regards the three Wincanton parishes, we recognise the proximity of these parishes to Sherborne and the simplification of responsibility for highway maintenance and policing which would result from the change. But we must set against these factors the extent to which the county and district services for this area are integrated with those provided for the surrounding areas from Yeovil and Wincanton respectively; and we do not think that the administrative advantages in this case would be sufficient to outweigh the loss of these parishes' links with Somerset.

175. Our draft proposal for transferring the southern projection of Corton Denham from Somerset to Dorset was accepted at the conference, but the Dorset authorities opposed the suggested transfer of the northern part of Purse Caundle parish to Somerset. Dorset County Council thought that the alteration we proposed would still leave part of the A.30 road in two counties and was not worth making. Sherborne Rural District Council said that the settlement of Crendle Court, in the part of Purse Caundle proposed for transfer, was isolated from either of the Somerset parishes to which it might be joined and would not therefore benefit from their parishes' services; that communications were far easier with the rural district centre at Sherborne than with the corresponding Somerset centre at Wincanton; and Wincanton Rural District Council confirmed this. We think that the change would simplify road maintenance but we also accept that it would, because of communications, be less convenient for the local people, and in our view the loss of convenience would outweigh the gain in administration. We have therefore decided not to propose any change in the boundary at Purse Caundle but otherwise to make a final proposal on the lines of our draft proposal (Map 1, Part 10), together with a very small adjustment to the boundary at Bow Brook, Henstridge parish, to follow the course of the stream (Map 1, Part 7).

Buckhorn Weston (Wincanton rural district, Somerset; Shaftesbury rural district, Dorset) (Map 1, Part 6).

176. The Somerset authorities suggested that the boundary at Buckhorn Weston should be amended to follow the line of the railway. All the authorities concerned agreed that this should be done and we make a proposal accordingly.

South Perrott (Chard rural district, Somerset; Beaminster rural district, Dorset) (Map 1, Part 12).

177. Beaminster Rural District Council suggested that the northern part of the parish of South Perrott which forms a salient into Somerset, should be transferred to that county. All the authorities concerned agreed and we made draft proposals accordingly which we now adopt as our final proposals.

Clapton and Wayford (Chard rural district, Somerset; Beaminster rural district, Dorset) (Map 1, Part 17).

178. Dorset County Council suggested that the county boundary in this locality should follow the line of the river Axe (except for a few yards at the western end of the proposed boundary), thus bringing into Dorset the whole of the hamlets of Laymore and Greensham, which are at present divided by the county boundary. Chard Rural District Council suggested that the present boundary at Clapton should be altered to include the whole of Clapton in Somerset. There was general agreement with the first suggestion and, although Dorset County Council thought that the present boundary along the river was the best, they conceded that there might be community of interest between the area immediately south of the river and the rest of Clapton. We made draft proposals giving effect to these suggestions: the first was generally acceptable, and the second was acceptable to the authorities concerned; the local branch of the National Farmers' Union, however, suggested an amendment to the line we had chosen, so as to avoid splitting farm land. We examined this suggestion but did not consider that, on balance, there was sufficient justification for departing from the boundary line in our draft proposal, which we now adopt as our final proposal.

Yonder Hill (Chard Rural district, Somerset; Beaminster rural district, Dorset) (Map 1, Part 18).

179. Somerset County Council proposed to us that part of the parish of Thorncombe, known as Yonder Hill, should be transferred to Somerset, on the grounds that it was part of a larger industrial area mainly in Somerset and that many of the people working there lived in Somerset. Chard Rural District Council made a somewhat similar suggestion, and Dorset County Council suggested that a very small part of Yonder Hill should be transferred to Somerset so as to bring a milk factory, at present divided by the boundary, entirely within that county. We came to the provisional conclusion that there was a case for uniting the industrial area in one county, but that this could be achieved by transferring a smaller part of the parish of Thorncombe than was suggested by Somerset County Council, and we made a draft proposal accordingly.

180. The Somerset authorities had no comments on our draft proposals although the Somerset branch of the National Farmers' Union submitted a request from the owners of Broadbridge Farm that all their land, or at any rate the fields immediately south of the farmhouse, should be included in the area to be transferred. The Dorset authorities, including the Thorncombe Parish Council, opposed our suggestion, because of the loss of rateable value to the weaker authority, and because the area concerned was the centre of social life for the parish of Thorncombe, whose inhabitants did not want the area to be transferred.

181. In spite of these arguments, which were put to us forcefully at the conference at Exeter as well as in writing, we think that a small industrial area such as this should be in a single county for planning and the provision of local government services and that it is distinct from the rural hinterland of the parish which has its own village community and which would remain in Dorset. We have made a final proposal accordingly.

BOUNDARY WITH DEVON

Wambrook (Chard rural district, Somerset; Axminster rural district, Devon) (Map 1, Part 16).

182. Chard Rural District Council suggested that the northern part of the parish of Chardstock should be transferred to Somerset; Somerset County Council suggested that two fields only, near the hamlet of Wambrook, should be transferred, a suggestion acceptable to Devon County Council and which we incorporated in our draft proposals. When the draft proposals were published, however, Chard Rural District Council pressed us to reconsider their original scheme, and were supported by Somerset County Council, while the Devon authorities said they had no objection to Chard Rural District Council's scheme. We think that in this matter the wishes of the authorities should be the main consideration and now, therefore, propose that the northern part of the parish of Chardstock should be transferred to Somerset.

Smeatharpe and Knacker's Hole (Taunton rural district, Somerset; Honiton rural district, Devon) (Map 1, Part 14).

183. The Devon authorities suggested that the southern tip of the parish of Churchstanton should be transferred to Devon so that the whole of the hamlet of Smeatharpe might be in one county. Taunton Rural District Council had no objection to the suggestion although they said that the people living there did not want to be transferred to Devon. Honiton Rural District Council also suggested that the county boundary to the north-east of Smeatharpe should follow the north side of Knacker's Hole Lane, thus transferring a farm cottage to Somerset, so that it would be in the same county as the farm to which it was attached. This was acceptable to the other authorities concerned. We made draft proposals incorporating these suggestions and have included them in our final proposals.

Monument Farm and Forches Corner (Wellington rural district, Somerset; Tiverton rural district, Devon) (Map 1, Part 13).

184. The present county boundary between the parishes of Hemyock and Clayhidon in Tiverton rural district and those of Wellington Without and West Buckland in Wellington rural district follows a class III road from Wellington Hill in the west past Monument Farm to Forches Corner in the east; but is so placed that parts of the road are in one county and parts in the other. Wellington Rural District Council suggested that the boundary should run immediately south of the road from Monument Farm to Forches Corner, and that at Wellington Hill west of Monument Farm (where the boundary at present runs well south of the road) it should be brought up to the southern verge of the road. Devon County Council also drew our attention to the difficulties of road maintenance with the present boundary. We made a draft

proposal to take the boundary along the southern boundary of the road from Monument Farm to the Firs; further east, near Forches Corner, we suggested cutting off a small triangle of Tiverton rural district, thus placing the Forches Corner cross roads entirely in Somerset. This was agreed by all the authorities concerned and we have incorporated it in our final proposals.

Whiteball (Wellington rural district, Somerset; Tiverton rural district, Devon) (Map 1, Part 11).

185. Somerset County Council suggested that a cottage and wood at present divided by the county boundary should be put entirely in Somerset; Wellington Rural District Council suggested an alteration to the boundary to deal with the cottage alone, and we made a draft proposal on this basis. After the draft proposals were published both Somerset and Devon County Councils suggested that the rest of the wood, and a sandpit, should be transferred to Somerset. We were informed that all the local authorities agreed and we now propose accordingly.

Exebridge (Dulverton rural district, Somerset; Tiverton rural district, Devon) (No proposal: no map).

186. The hamlet of Exebridge lies on either side of the river Exe and is at present divided between the parish of Brushford in Somerset and those of Morebath and Bampton in Devon. Somerset County Council drew our attention to this and Dulverton Rural District Council told us that Brushford Parish Council thought that the whole village should be in Somerset. Tiverton Rural District Council thought the boundary should remain as at present. We made a draft proposal that the boundary should run along the ridge-line to the east of the Exe valley, so that the whole of the hamlet might be in Somerset. This was supported by the Somerset authorities (Dulverton Rural District and Brushford Parish Councils) who thought the Exebridge community should be united. But it was opposed by the Devon authorities: Tiverton Rural District Council thought the line in the draft proposals unsuitable, because it divided farms and was not easily recognisable; Bampton and Morebath parish councils opposed the loss of rateable value and population and also objected to the proposed boundary as not being clear. Tiverton Rural District Council suggested an alternative change in the boundary to unite the hamlet in Devon, and Devon County Council were prepared to support this. In view of the disagreement about how this hamlet should be united in one administrative county, and the prospect that, in this particular case, the complications might exceed the advantages of change, we think it best to keep the status quo.

Oldways End (Dulverton rural district, Somerset; South Molton rural district, Devon) (Map 1, Part 9).

187. The present county boundary between South Molton and Dulverton rural districts from Five Cross Ways to south of the hamlet of Oldways End wanders from side to side of a class III road, thus not only creating difficulties over maintaining the road but also dividing the hamlet between the two counties. Both county councils drew our attention to this section of the boundary and we made a draft proposal that this section of the road be entirely in Somerset. None of the local authorities concerned dissented from the draft proposals, and we have made our final proposal on the same lines as our draft proposal.

CONCLUSION

188. The administrative county of Somerset, as affected by our proposals, would have a population of 510,000, spread over an area of 1,014,000 acres, and a rateable value of £6,280,000. This is a reduction of 10,600 (2 per cent) in population, of 11,600 acres (1 per cent) in area and of £99,000 (1·5 per cent) in rateable value. We are satisfied that at this size Somerset would be as effective as it is now, and that the alterations we have proposed to the north-east of the county, removing the narrow corridor between Bath and Gloucestershire and Wiltshire, would make for more convenient administration, not only in the area concerned, but in the county as a whole. The other changes we have proposed for the boundaries with Gloucestershire (see chapter 1, part 4), Wiltshire, Dorset and Devon are all comparatively small, but by removing anomalies and simplifying local administration they would help to make local government more convenient and effective.

CHAPTER 3 DEVON

INTRODUCTION

189. The administrative county of Devon, which covers 1,649,397 acres, is larger than any other in England and although it has a population of 530,000 is sparsely populated. With its northern and southern coastlines and imposing moorland scenery, it is a favourite place for holidays and the rateable value in the principal resorts helps to make the average rateable value per head for the administrative county as a whole about £14: the total rateable value is £7,420,000.

190. There are two county boroughs within the geographical county—Exeter, the county town, towards the south-east and Plymouth in the extreme south-west on the boundary with Cornwall. Both the county borough councils asked for extensions of their areas into the surrounding county districts and we also received a request from Torquay Borough Council and the Brixham and Teignmouth Urban District Councils for the amalgamation of their areas, together with Paignton and parts of the adjoining rural districts, to form a new county borough. In part 1 of this chapter we describe the extensions we propose to Exeter; in part 2 we explain why contrary to our draft proposals we have recommended the creation of a new county borough in the Torbay area and in part 3 we explain why we have not recommended any extension of Plymouth county borough.

191. The administrative county has three other counties as neighbours—Somerset, Dorset and Cornwall. We have dealt with the boundary with Somerset in part 2 of the previous chapter; in part 4 of this chapter we deal with the boundary with Dorset. In part 2 of chapter 4 we describe the changes we propose to the boundary between Devon and Cornwall.

PART 1—EXETER COUNTY BOROUGH

192. Exeter, the county town of Devon, is a cathedral and university city and a centre for commerce, entertainment and administration. Besides the offices of the county and county borough councils and St. Thomas Rural District Council, it also houses, among others, those of the Devon River Board and the North Devon Water Board. Its population in 1961 was 78,600, which is expected to increase to 80,000 by 1971. The area is 9,035 acres. There is a good deal of high and steeply sloping land in the city, and the northern part includes

settlements which have kept a rural character in spite of being within a county borough. The rateable value is £1,708,000, the rateable value per head of population being as high as £21 8s. 0d. (the fifth highest for any county borough).

193. Exeter received its first charter in the reign of Henry II, and was one of the original county boroughs created by the Local Government Act, 1888. The boundaries of Exeter have been extended several times. Most of the parish of St. Leonards was added to the city by the Exeter Extension Act, 1877; in 1900 most of St. Thomas urban district was added; there were further extensions in 1913 and 1937; and in 1940 4,313 acres of St. Thomas rural district were transferred to the city by the Exeter Extension Act, 1939. At present the county borough is surrounded by St. Thomas rural district which has a population of 35,600.

THE VIEWS OF THE LOCAL AUTHORITIES

Exeter County Borough Council

194. The county borough council originally suggested three minor extensions to bring into the city part of the parish of Pinhoe where they have a trading estate and own land for use as an open space; another part of the same parish where they have an occupational centre for the mentally handicapped; and part of the parish of Alphington where they own land for development as an extension of their Marsh Barton industrial estate. These small extensions were generally acceptable to both the county council and the rural district council. Later, however, the city council said they had reconsidered the matter and sent in a revised submission making more extensive claims. Details of the original and revised suggestions for extension are at Appendix 9.

195. In their revised submission the city council suggested that the county borough should be extended to include a much larger part of St. Thomas rural district, comprising the whole of the parishes of Alphington, Brampford Speke, Clyst Honiton, Clyst St. George, Clyst St. Mary, Exminster, Huxham, Ide, Nether Exe, Pinhoe, Poltimore, Shillingford St. George, Sowton, Stoke Canon, Topsham and Upton Pyne, and parts of the parishes of Broadclyst, Dunsford, Holcombe Burnell, Rewe and Whitestone. The effect of such an extension would have been to increase the city's area by 28,244 acres to 37,279 acres, the rateable value by £250,000 to £1,898,000 and the population by over 18,000 to 96,800. The density of population in the county borough as thus extended would have been less than 3 persons per acre.

196. In submitting these revised suggestions the city council explained that all the parishes they proposed for inclusion had a community of interest with the city, whose council had undertaken an extensive redevelopment programme, including the provision of two trading estates which had a stabilising influence on local employment. The parishes they claimed looked to Exeter as their centre for economic and social life. The city council admitted that there was a feeling of local community in the individual parishes but there was a similar local community feeling in such areas within the city as St. Thomas, Heavitree and Whipton. They also said that, although the rural district surrounded the city, it was in fact almost split in two by the estuary of the river Exe and by the city itself and must therefore be difficult to administer; some of the inhabitants of the rural district had expressed themselves dissatisfied with the services there. Were the city council's suggestions to be accepted the parishes which became part of the city would enjoy the benefits of lower rates and better services;

for example, the city council's provision of council houses would be generous and children would have a wider choice of secondary schools and would not have so far to travel to them.

197. The city for their part would benefit from the economies inherent in a larger organisation and would thus be able to run some services more economically. Larger case-loads would enable them to employ more specialist staff, especially in the health and education services. The areas surrounding the city were of interest to the city and they would come under the control of the same planning authority, who could preserve their amenities; and the city council would be able to plan and carry out schemes of road construction and improvement, such as the provision of relief roads to ease traffic congestion in the city centre. For matters of this kind, Exeter and its environs needed to be treated as one.

198. The bulk of the population they wanted to bring in lived in areas which had become substantially continuations of the town area of Exeter. Admittedly, most of the land (as distinct from the population) of the claimed area was rural but this, though not an essential part of the proposals, had been included because these areas looked to Exeter as their centre and could be most easily provided with services by it.

Devon County Council

199. The county council did not agree with the city council's revised suggestions which had, in their opinion, been put forward because the city council were afraid that we should recommend that Exeter should lose their county borough powers. The county council said they had not suggested this, but it would be better for Exeter to cease to be a county borough than to absorb so many rural parishes quite unconnected with the city.

St. Thomas Rural District

200. The proposals of Exeter were also opposed by St. Thomas Rural District Council and by the parish councils concerned (other than Topsham). In so far as the objections of the county, the rural districts and the parishes related to the parishes of Alphington, Pinhoe and Topsham, we deal with them later when discussing the reactions to our draft proposals.

DRAFT PROPOSALS AND REACTIONS TO THEM

201. In our draft proposals, we proposed the inclusion in the city of parts of Alphington, Pinhoe and Topsham parishes, which we considered the only areas whose inclusion could be justified under the regulations. Their relationship to Exeter is shown on Map D. They would increase the population of Exeter to about 88,000, increasing probably to 91,000 by 1971. We thought the city as extended should remain a county borough.

Devon County Council

202. The county council said that the only community of interest between the city and any of the areas proposed to be included arose from proximity; whatever the advantages of incorporation might be to people living in the parishes claimed by Exeter—and the county council did not agree with the city council's arguments on this point—there would be a very considerable lessening of convenience for the people living in the remaining parishes if the rest of the rural

district had to be dismembered and the eastern half of the rural district based on Honiton or Exmouth and the western on Newton Abbot or Teignmouth. The effect on county services would be equally unfortunate; the new Broadclyst secondary modern school would lose half its pupils who came from Pinhoe. While Exeter might pay to enable the Pinhoe children to continue there, they might have to build a new school to accommodate Topsham children and use the Pinhoe children to fill it, thus leaving the Broadclyst school half empty. There would also be difficulties in organising the health services for what would become the new "fringe" areas. The county council also were concerned about the general effect on the rural district, which was one of the largest in the county.

St. Thomas Rural District Council and the parish councils

203. The rural district council also opposed the draft proposals. In their view the parishes concerned would not receive any better services if they became part of the city, and it could not be said that there was any essential community of interest between these parishes and the city, although there was admittedly a certain amount of inter-relationship between the city and Topsham, Alphington and Pinhoe. The loss to the rural district would far outweigh any gain to the borough. While rates in the city were at present lower than in the rural district, this advantage would be likely to disappear as they expected the city's rates would rise steeply in the next few years. The parish councils of Alphington and Pinhoe drew our attention to their village history and character, and to the advantages of "three tier" government. Topsham Parish Council, however, favoured incorporation in the city. They thought that as theirs was an essentially urban community it would be better understood and administered by the city council as an all-purpose authority rather than by the rural district and county councils.

Exeter City Council

204. The city council said that, while our draft proposals fell considerably short of what they had asked for, they would accept them as generally reasonable, well founded and satisfactory; they would lead to better balanced and more efficient units of administration, benefit both the city and the added areas, and create no problems that the city could not meet.

DISCUSSION AND CONCLUSIONS

205. We have described in part 2 of chapter 1 our procedure for dealing with suggestions for the extension of county boroughs and we emphasise that, with Exeter as with Gloucester and Bath, our first concern has been to consider whether any extension of the county borough was justified under the regulations in order to make local government for the whole area more convenient and effective.

206. After considering the reactions to our draft proposals we are still in no doubt that the built-up parts of the parishes of Alphington and Pinhoe are physically continuations of the town area of Exeter. In spite of their rural origins and the survival of a village nucleus, they have now become suburbanised; and future development in the form of in-filling will intensify the links with Exeter. Most of the people who live there work in Exeter and the industrial estates on each parish's border with Exeter form a strong bond between the

parishes and the city. There is a clear case for their inclusion in Exeter under regulations 11 (a) and (b).

207. There is not quite the same continuity of urban development linking Topsham with Exeter, although the stretch of land between them is, where not actually built-up, used as a caravan site, market gardens or playing fields which are land uses found in towns. Topsham, as an estuary port, has however been urban in character for centuries and it is now mainly a dormitory for Exeter. The parish council felt that, as an urban area, Topsham should appropriately come under the urban authority of Exeter and we think this view correct.

208. As Exeter, Alphington, Pinhoe and Topsham thus form a single urban area, there are evident advantages in the integration of their local government services. To some extent, the area is already interdependent. For instance, Exeter provides secondary modern and grammar education for Alphington and grammar education for Pinhoe and Topsham. The city provides fire and ambulance cover for the surrounding area. Some use is made by residents in the fringe areas of the clinics and library in Exeter. Integration of the city and the surrounding areas would enable the process to be carried still further for the benefit of the inhabitants of the fringe areas. They would get a wider choice of types of secondary schools and courses; and there would be a reduction in travelling time for some secondary pupils. Although it would probably be necessary to leave the Pinhoe children in the Broadclyst school, at least temporarily, the Exeter City Council said at the conference that they would co-operate with the county to avoid detriment to the latter's schools. Services such as health visitors and home helps could be more conveniently organised with the present county borough provision as the core; and the homes for old people which Exeter has in recent years provided on a generous scale would become directly available to the added areas.

209. The question is whether this integration of Exeter and the fringe areas should be effected by extending Exeter as a county borough or by converting it, with or without extension, into a non-county borough. Our view is that with a population of 88,000 now and 91,000 in 1971, relatively strong financial resources and good prospects for the future, Exeter should remain a county borough.

210. In coming to this decision, we have looked carefully at the effect on the other authorities involved. It was not suggested that the loss of about 9,000 population would materially affect the county. But the St. Thomas rural district would be reduced in population to about 27,000, and would lose 30 per cent of its rateable value. We accept that this would be a very serious matter for a rural district council which, as the county said, has an excellent record of administration. The county council said further that while they have not yet considered how the county districts might be reorganised, the extension of Exeter would certainly increase the difficulties of establishing viable units.

211. The county review is not a matter for us, but in view of what the county council have said we asked ourselves whether we were leaving them with too difficult a problem. It seemed to us that there are a number of possible solutions, and we note that there are not only the adjoining rural districts to be considered but also a number of small urban authorities in this part of the county whose position the county council will also be reviewing. We feel, having looked into this problem so far as was appropriate to our own task, that the possibilities of

reorganisation of county districts are not so limited that the county would be faced with an unreasonably difficult task as a result of our proposals.

212. Accordingly, after full consideration of the views expressed in the observations on our draft proposals and at the conference, we propose that the City of Exeter should be extended by the inclusion of parts of the parishes of Alphington, Pinhoe and Topsham. The boundaries of the county borough should be as shown on Map No. 4 and described in the schedule contained in Appendix 12. These proposals differ significantly from our draft proposals only at Alphington, where we now propose a more regular boundary, bringing all the houses in Shillingford Lane within the city.

PART 2—TORBAY

213. There is little need for us to describe the borough of Torquay; overlooking Babbacombe Bay to the north and Tor Bay to the south it is a residential area and holiday resort of national and, indeed, international reputation. We should record, however, that when we began our investigations in 1959, it had a normal population of 51,000, a rateable value of £1,015, 000, an area of 6,211 acres and was thereby the largest and the richest borough in the pleasant county of Devon. Associated with it around Tor Bay are Paignton, an urban district with a population in 1959 of 27,000, a rateable value of £521,000 and an area of 5,184 acres, and the urban district of Brixham which had 9,600 inhabitants, a rateable value of £141,000 and an area of 5,629 acres. The parish of Churston Ferrers, in the rural district of Totnes, lies between Paignton and Brixham. The whole of Torbay, with its three dominant communities which are complementary to one another, forms an attractive area devoted primarily to the tourist trade and to residential purposes with the open spaces and other amenities necessary to give these twin objects their proper setting. North of Tor Bay and more separate, is the urban district of Teignmouth, with a population of 10,800, a rateable value of £160,000, and an area of 2,068 acres.

214. Torquay was made a borough in 1892, and Brixham, Paignton and Teignmouth became urban districts under the terms of the Local Government Act of 1894. Since then Torquay has been extended to take in parts of two now abolished urban districts (Cockington and St. Mary Church) and part of Newton Abbot rural district: there have been some minor adjustments to Teignmouth urban district, but Paignton and Brixham urban districts have remained unchanged.

The suggested new county borough.

215. The issues put before us in the search for more effective and convenient local government in this area are simple to state but more difficult to decide. Torquay, with Teignmouth and Brixham (later to be joined by Paignton) wished to form a new county borough to consist of these four communities together with the parishes of Kingswear, Churston Ferrers, Stoke Gabriel and Marldon in Totnes rural district, and the parishes of Kerswells and Stokeinteignhead and part of the parish of Hacombe in Newton Abbot rural district. Such a

county borough would have had (on the figures then available) a population of 104,700, a rateable value of £1,931,000 and an area of 30,670 acres. Details of their suggestion are given in Appendix 11. The effect of the proposed county borough on the administrative county would have been to reduce its population by about 20 per cent, the rateable value by about 27 per cent, and the area by less than 2 per cent.

216. The basic arguments put forward in support of this suggestion were that these communities had common interests and common problems and were in fact part of a homogeneous area which differed in many ways from the largely rural county of Devon; they felt that they could run the whole range of local government services more economically, more effectively and more conveniently if they joined together and did it for themselves rather than through the present two or three tier system which relied on Exeter, 22 miles away, for the major services. Their officers and organisation were of high quality accustomed to dealing with a population swollen by the summer invasion of visitors to a size much greater than that of many existing county boroughs. If the authorities were joined together they could improve the quality and range of their services. As a unity they could plan the area better and, in competition with other resorts, could more effectively project its image to prospective visitors.

217. The present system (said the advocates of the county borough) led to duplication and delay in planning, over-centralisation of health services and under-provision of clinics and old peoples homes. With a county borough the rates of the constituent authorities would be reduced, the services would be better and more convenient and the rates of the county would suffer only a marginal increase.

218. We sympathised with the ambitions of Torquay and its associated authorities to manage their own affairs. We had to consider, however, whether the result would make for more effective and convenient local government, whether the joined communities would make a sensible urban area, and what the effect would be on the county and on the districts which would lose some of their peripheral territory. It was clear that a new county borough would be launched with the goodwill of the great majority of its inhabitants.

219. During our discussions with the proposing authorities, they admitted that the county borough as originally proposed would be long and narrow; that it would include a considerable area between Torquay and Teignmouth which ought on planning grounds to remain permanently undeveloped; and that some of the parishes proposed for inclusion were rural villages surrounded by open country. Two other schemes were later submitted. The first of these (area A) comprised Torquay, Teignmouth, Paignton and Brixham, and a smaller rural area than that originally proposed, consisting of the parishes of Kingswear and Churston Ferrers and part of the parish of Marldon in Totnes rural district, and parts of the parishes of Kerswells and Stokeinteignhead in Newton Abbot rural district: the 1959 population of this area would have been 104,700 rising to 117,600 by 1971, the area 24,864 acres, and the rateable value £1,916,000. The second (area B) included Torquay (apart from a small piece in the north-east), Paignton, the urban part of Brixham, and parts of the parishes of Churston Ferrers and Marldon (Totnes rural district) and Kerswells (Newton Abbot rural district), with a 1959 population of 92,500, rising to 105,200 by 1971, an area of 17,165 acres and a rateable value of £1,741,000. It will be observed that

Scheme "B" excluded Teignmouth, one of the three original proposing authorities. The authorities appreciated that the county borough proposed under this latter scheme would have a present population of less than the 100,000 referred to in section 34 of the Local Government Act, 1958, but contended that it would be financially sound, and the summer population, to which many of the services were geared, was on average 60 per cent greater than the normal resident population.

Reactions of the other local authorities

220. Paignton Urban District Council by a narrow majority at first opposed the new county borough although the local Chamber of Commerce and other organisations supported it. They later decided to join in.

221. Both the rural district councils (Totnes and Newton Abbot) affected by the proposals opposed them, although of the parishes Stokeinteignhead agreed to a county borough and Churston Ferrers had no observations. The other parishes were against the proposals. The main arguments were that the county services were satisfactory, that complaints against them had been exaggerated and that improvements could be expected. To detach areas adjoining the main communities of the proposed county borough would lead to lack of balance in the remainder of the rural districts concerned.

Devon County Council

222. Devon County Council said that Scheme "B" would deprive them of nearly a quarter of their rateable value and reduce by nearly a half the representation of the seaside towns on the council. Their problems of large area and sparse population would be increased; the effect on Totnes rural district would be disastrous. Torbay should contribute towards services (for example, highways) which helped the tourist industry on which half Devon directly depended for its prosperity. They thought that the suggested county borough would be awkward in shape and lacking in administrative experience, common interest and urban character. Their own services would lose some important institutions, while the county borough would lose the help of the county's specialist teams. They acknowledged some shortcomings in the provision of clinics and old people's homes but said that these would shortly be remedied and were caused by government restrictions on spending.

DRAFT PROPOSALS

223. In considering the future of Torbay for our draft proposals, we took Scheme "B", the smallest area envisaged, as the basis for discussion. This proved acceptable to the authorities concerned and, at the statutory conference, Teignmouth Urban District Council, who had originally wanted to be in the county borough, accepted the situation.

224. After examining the advantages claimed by those supporting a Torbay county borough (and contested by the county council and others) we said that we recognised the arguments in favour of the proposal although some of the objects aimed at could be achieved without creating a county borough. Our point here was that some of these objects were within the powers of a district council and did not therefore depend on county borough powers although they might benefit from the greater strength which amalgamation would bring.

225. We said too that these arguments could not in our judgment outweigh the consideration that the proposed county borough, even under Scheme "B"

would be too discontinuous and that the real "town area" for consideration as a county borough should be Torquay and Paignton alone, which if united would have a population of only 79,000 now and 88,500 in 1971. Having regard to all these factors and the contribution of the area to services for the county as a whole, we did not propose the constitution of a county borough.

THE STATUTORY CONFERENCE AND OUR RECONSIDERATION OF THE DRAFT PROPOSALS

226. At the time when we held the statutory conference three things were mainly troubling us about the constitution of the new county borough:

- (i) whether the population would reach the 100,000 required by the Act (or if not, what were the "special circumstances" involved);
- (ii) whether the breaks in continuity of development were such as to deprive it of the character of a cohesive town;
- (iii) the effect on the county and the districts.

We deal with these in order.

Population

227. The situation with regard to this underwent an almost dramatic change from the time the three schemes were first put before us. The Provisional Report of the 1961 census was published and pointed to a substantial increase in the estimates of future and current resident population¹. Moreover further development of land had taken place or had been permitted at material points and this will both add to the population and give increased cohesion to the urban area.

228. At the statutory conference the proposing authorities (by then Torquay, Paignton and Brixham) submitted that the current population of the Scheme "B" area was 100,810 and would rise to 110,000 by 1965. They arrived at the latter figure by showing that the rate of new building in the Scheme "B" area was increasing very fast. 3,317 new dwellings had been built in 4½ years from 1957, 1,404 in the preceding 19 months; and the rate of building was, they submitted, running at the rate of 960 a year. Assuming each dwelling accommodated only 2.5 persons, this indicated provision for 2,400 new arrivals a year. For their part, the county council arrived at a 1961 population for the same area of 97,000, because first they adjusted the census figures to exclude an estimated number of visitors, and secondly they deducted a third from the number of new houses as unlikely to be occupied by new-comers to the area. The county did not suggest an estimate for the 1971 population of the area but they did say that the 1961 rate of development would not necessarily be maintained—it might be a "flash peak"; and that previous experience had suggested that the total population was increasing by only 1.3 persons for every new house built.

229. We have ourselves reconsidered this question of population. We began with the Registrar-General's mid-1961 estimates which were not available until after the statutory conference. From them we found the population of the Scheme "B" area to be 97,000, the same figure as the county had estimated. The area has a natural decrease in population because of the high percentage

¹ The 1961 census figures record the enumerated population (i.e. all those actually in the area on the census date, whether normally resident there or not); the Registrar-General's estimate is of the resident population including those normally resident in the area but happening to be elsewhere, but excluding visitors. We are required by Section 65 of the Local Government Act, 1958, to ascertain population by reference to the latest estimate by the Registrar-General.

of old people, but this is more than offset by the continuous influx, especially of retired people. There seems no reason to suppose that this influx will cease. Bearing in mind the county council's argument about not taking the rate of building over a single recent year, which might be exceptionally high, we took the total increase between mid-1951 and mid-1961, an average increase of 715 a year over the ten years. (The average annual increase for 1956-61 was 1,310, but we took the average over ten years as the more conservative figure.) If this were maintained, the Scheme "B" area's population would reach 100,000 by 1966 or 1967, 103,000 by 1971 and 110,000 by 1981. If the annual rate for the last 5 years (1957-61) were taken, these figures would be appreciably higher and the figure of 100,000 would be attained even earlier.

Continuity of Development

230. As regards the continuity of development in the proposed county borough, which, according to the county development plan will by 1971 be as shown in Map F, the three proposing authorities drew attention to the fact that the gap between Paignton and Brixham had been materially reduced by recent building, even since we had visited the area. Other land would be developed in the near future and the rest was for the most part land in urban use, such as a golf course, school playing fields and a railway station, or land left undeveloped for amenity purposes. Space left open for amenity was characteristic of seaside resorts, notably of Torquay itself. Paignton and Churston Ferrers were already linked by continuous development and much new building in Brixham was taking place between Brixham and Churston Ferrers. Marldon village has also been linked to Paignton by recent suburban development; and Kingskerswell was already mainly suburban in character.

231. To this the county council replied that some gap ought to, and would, be maintained between Paignton and Brixham on planning grounds—a policy that the Minister had supported on appeal. Marldon Parish Council emphasised that the original village still existed with a vigorous individuality and that, while suburban "infilling" between Marldon and Paignton had taken place, this process was almost at an end. Newton Abbot Rural District Council and Kerswells Parish Council admitted that Kingskerswell was suburban in appearance and no longer looked like a rural village and that there had been considerable development in the last few years; but they said that the trend of development was towards Newton Abbot, not Torquay.

232. We were satisfied that the increased rate of building in the period since we began our enquiry had produced a material change in the character of the Scheme "B" area. Some of the land we had originally found open between Paignton and Brixham had been or would be developed. A gap would still remain, but along the coast it was occupied by a golf course and other land kept open for amenity purposes which could be regarded as an appropriate urban use in a place like this. Inland, where the land was still rural, the gap would be only 500 yards wide. In a seaside resort it was reasonable, we thought, to regard open land of this character, and so limited in extent, as an amenity belonging to the town. We also took note of the further development, suburban in character, which had occurred around Marldon and Kingskerswell since our previous visit.

233. A further matter which came up at the conference was the change in the

attitude of Paignton Urban District Council from opposition to support for the proposal, and the evidence of public support for the proposal from various organisations both in Paignton and in the rest of the area. We were impressed by the fact that all three county district councils were prepared to sink their identity in the new venture.

Effect on the county

234. To sum up so far, we found that the area under consideration had become less discontinuous and that the settlements in dispute had become more suburban in character: it seemed likely that both tendencies would continue and that the rate of building was increasing. The Scheme "B" area was now sufficiently a unity to make amalgamation proposals reasonable and, if united, it would on the new estimates soon have a population of over 100,000. This, under the Local Government Act, 1958, creates a presumption that it could discharge the functions of a county borough, but we then had to consider where the balance of advantage lay.

235. The effect on the county of losing the Torbay area was made clear at the conference and we cannot regard it lightly. A sparser population must mean a greater burden in maintaining roads and other services; some reduction or less economic use of county headquarters staffs would be entailed; the Torbay area is a base for county services and contains important county institutions, for example, the South Devon Technical College, the Torbay School of Art (which is linked with the Newton Abbot School of Art), the reception centre for children taken into care, the special school for delicate children, junior and adult training centres in the mental health service, a sheltered workshop for the disabled. The old people's and blind welfare services and the area planning office are organised with Torbay case-loads in mind.

236. We may divide our considerations of these arguments under two heads: first, the strength of the remainder of the county in relation to the burdens it would have to bear; secondly, the loss of specific institutions or facilities in Torbay.

237. On the first head we have said that we do not under-estimate the effect on the county of losing Torbay, but it is fair to add certain points in order to put this loss in perspective. The population of the county would still be 426,000 and its rateable value over £5½m. In population it would be 23rd, in rateable value 22nd, of the English counties. It would receive higher general and rate deficiency grants. The county have agreed that the loss of Torbay would involve an increase of 4d. in the county rate poundage, if services are to be maintained at their present standard with the less economic provision of headquarters staffs and common services. We cannot accept therefore that Devon would become a weak county or take on a crushing burden if the change were made. Torquay for their part have said that if the proposed county borough is approved "their rates would decrease by 3s. 3d."

238. Under the second head, while the county would lose the Torbay towns, they would retain Newton Abbot, which they already use to some extent as a base for county services (for example for the Children's Department) and its position and size in relation to other Devonshire towns suggest that it could

be used as a base for decentralised county services in South Devon. As regards the institutions, arrangements could be made either for:—

- (a) the county borough to take over the institutions and provide places for the county. This is the position common with technical colleges and, as we mentioned in connection with Cheltenham, there are successful precedents for integrating under a single scheme schools of art in different towns under different education authorities. The proposing authorities have suggested that similar arrangements should be made for the open air school and the occupation centres;
- (b) the county to retain the institutions and the county borough to take places in them. The proposing authorities have, for instance, suggested that the county could retain the children's service reception centre at Villa Landguard; or
- (c) joint arrangements for the provision of the service concerned. Thus the proposing authorities have suggested that the police and fire services should continue as at present but under joint arrangements between the county and the new county borough.

239. We recognise that some redeployment of county staff would be necessary and that there would be some additional complications in the arrangements for joint user of institutions or services; and these are debit factors to be put in the balance. On the other hand, we must also put in the balance on the other side the advantages to the inhabitants of Torbay which would come from the concentration of all local government services in an urban area under a single authority, provided that it has the requisite population.

240. When making draft proposals we took the view that amalgamation, not county borough status as such, was the thing which would give the Torbay authorities greater strength in the "district" services; but since, on the new figures, amalgamation would soon lead to a population of over 100,000, this distinction is now more theoretical than practical, and it is fair to say that what the Torbay authorities propose would undoubtedly give them both greater strength in the district services and better integration of, for instance, health and welfare with housing and environmental services.

241. We have looked at the Torbay proposal from Devon's point of view as well as from that of its promoters and we can see how unattractive it must appear to them. But we cannot ignore the new facts which have been brought to our notice and taking all the factors into account, we are not satisfied that the disadvantage to the remainder of the county would be such as to outweigh the benefits to the inhabitants of Torbay and therefore to negative the case for making Torbay a county borough. Indeed we feel that the proposed county borough of Torbay is an imaginative proposal which, with the assured goodwill of so many who are concerned, could have far-reaching effects on both the standard of services and on the future prosperity of the area as a whole while still leaving the county of Devon a strong and effective instrument of local government.

242. We accordingly recommend the constitution of a county borough comprising most of the borough of Torquay, the whole of Paignton urban district, the built-up part of Brixham urban district, parts of the parishes of Coffinswell and Kerswells in Newton Abbot rural district and parts of the parishes of Churston Ferrers and Marldon in Totnes rural district. The boundaries would be as shown on Map 7 and further defined in Appendix 12.

PART 3—PLYMOUTH COUNTY BOROUGH

243. Plymouth lies in the extreme south-west of the geographical county of Devon, between the mouths of the rivers Plym and Tamar, the latter river forming the boundary between Devon and Cornwall. It is famous as a naval town and its chief function is still as a naval port; in 1951 nearly 30 per cent of the working population was employed in the dock-yards. It is also a commercial centre for much of Devon and Cornwall.

244. Plymouth was incorporated by Act of Parliament in 1439 and was one of the original county boroughs under the Act of 1888. In 1915 another of the original county boroughs—Devonport—was amalgamated with it, as was East Stonehouse urban district. Since then Plymouth has twice been extended, in 1939 and 1951, into Plympton St. Mary rural district, which surrounds Plymouth on the Devon side of the Tamar.

245. The present population of Plymouth is 212,800 which is expected to fall to 206,500 by 1971, mainly as a result of voluntary migration into the Plympton and Plymstock areas of Plympton St. Mary rural district, to which places many Plymouth people have already moved. The county borough's present area is 13,140 acres and the rateable value is £3,556,000. The density of population—16·5 per acre—is not unduly high for a county borough but most of the people live in the older southern part where, although much redevelopment has taken place after damage during the 1939-1945 war, a considerable amount of tightly packed housing still needs to be redeveloped. The northern part of Plymouth, which includes the areas transferred from the rural district in 1950, is thinly populated but is not very easy to develop because of the steepness of much of the ground.

VIEWS OF LOCAL AUTHORITIES

Plymouth County Borough Council

246. Plymouth originally asked for extensions into Plympton St. Mary rural district that would have included in the city the urban areas of Plympton and Plymstock and would also, by taking the estuary of the Yealm as the city's new eastern boundary, have included some purely rural areas. Details of Plymouth's claims are given in Appendix 10.

247. Plympton and Plymstock, which lie east of Plymouth across the Plym and the Cattedwater respectively, have a population of about 26,000, estimated to increase to about 32,500 by 1971. While Plympton and Plymstock are separated from each other by land which is at present open, they are connected with the city by road bridges, as well as by a ferry, and there is continuity of development across the bridgeheads with Plymouth (see Figure 2). Plymouth made it clear that they asked for the rest of the area to provide a workable boundary and to avoid leaving the county and rural district an awkwardly shaped area to administer.

248. Plymouth's case for taking the developed areas was first that they were substantially part of the town area of Plymouth, with over half their occupied population working in the city and with much easier access to the centre of Plymouth than to each other. Secondly, most of the people living there had come from Plymouth and the county's development plan provided for further growth on the assumption that this movement from Plymouth would continue. Thirdly, Plymouth was continually losing its younger citizens to these suburbs outside

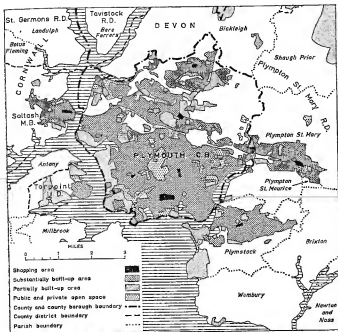


Fig. 2 Plymouth: Pattern of Development (Compiled from Development Plans)

the present city boundaries; it would make for healthier local government if those whose work and social interests were in the city had a share in its government. Fourthly, Plymouth and the urban areas to the east, because they were a single town area, formed the natural unit for planning, with problems and interests distinct from those of the rural hinterland with which Plympton and Plymstock were at present administratively associated.

249. There was also a special argument relating to industrial sites. Plymouth City Council argued that they feared the running down of the dockyard and needed more employment opportunities as insurance against this and also to meet the increase in the number of school leavers. To attract new industry, they needed to be able to offer sites. Suitable sites were not available in Plymouth but could be found in the claimed area. They maintained that the city was better organised to attract industrialists and develop these sites than were the county and rural district.

Devon County Council.

250. The county council said that the city exaggerated the prospect of unemployment arising from the run-down of the dockyard, that they had over-estimated the employment needed to provide for additional school leavers, and that they had

also made too big an allowance in their calculations for the amount of land needed to provide work for a given number of people. Further, they said that Plymouth had land that could be used for industrial development at Estover, which Plymouth had obtained at their last extension; and they asserted that they, in partnership with the rural district, were at least as capable as Plymouth of attracting new industry and that reasonable co-operation between the city and the county could ensure that industrialists were made aware of the potentialities of the area as a whole.

251. The county council's main argument, however, related to the effect of the loss of Plympton and Plymstock on both the county and the rural district. Plympton and Plymstock together formed the county's second largest area of urban development and the only base for organising decentralised county services in the south-west of the county. Devon could, it was true, keep their local offices in Plympton and Plymstock even if they became part of Plymouth; but they would lose the case-loads which made these decentralised offices economic. Alternatively the south-west of the county, like sparsely populated areas elsewhere in Devon, could be administered direct from Exeter, but the people in the south-west would lose the convenience of the divisional centres in Plympton and Plymstock which they at present enjoyed.

252. The rural district, if it lost these areas, would have a population of little more than 10,000 spread over more than 50,000 acres. Such a district would be no longer viable and, while some districts of similar size existed elsewhere at present in Devon, the county said that these were exactly the districts which were uneconomic and which the county review would either strengthen or abolish. There seemed no way in which the rest of Plympton St. Mary rural district could be conveniently reorganised. While the remaining parishes could be divided between the adjacent rural districts of Totnes, Kingsbridge and Tavistock, the centres of these rural districts were distant and would be much less convenient than Plympton.

Plympton St. Mary Rural District Council

253. The rural district council denied that Plympton and Plymstock were continuations of the city and they opposed the loss of nearly 70 per cent of their population and over 70 per cent of their rateable value and also pointed to the difficulties of attaching parts of the rural district to neighbouring rural districts.

DRAFT PROPOSALS

254. In our draft proposals we found that there was a reasonable case under regulations 11 (a) and (b) for the inclusion of Plympton and Plymstock in the city; but we had also to consider the balance of advantage under regulation 11 (c). We thought that Plymouth had over-estimated the amount of land likely to be needed for industrial development, although some of Plymouth's needs in this respect might be met in Plympton and Plymstock. We took into account the effect which the loss of Devon's second largest urban area would have on the organisation of county services in the south-west of the county and accepted that, if these areas were lost, their present arrangements for decentralisation could not continue. As regards the rural district, our conclusion was that, while reorganisation would not be impossible, it would produce more inconvenient areas of rural local government than would normally result from the extension of a county borough.

255. We found the arguments for and against extension were finely balanced. We decided that, on the facts available to us then, the case for the inclusion of Plympton and Plymstock in Plymouth was not strong enough to justify change.

OBSERVATIONS ON DRAFT PROPOSALS AND THE CONFERENCE

Plymouth City Council

256. In their observations on our draft proposals and at the Exeter conference the city council asked us to reconsider our provisional conclusions on the balance of advantage and submitted further points for our consideration.

257. After restating some of their original arguments, they submitted in some detail suggestions, which they had already put in general terms at an earlier stage, to show how the rural district of Plympton St. Mary could be administered from the neighbouring centres; and said that, even if both Plympton and Plymstock were lost, there would still be a population of 50,000 left in south-west Devon which should provide an adequate case-load for a decentralised administration of county services.

258. However, if the loss of population would be such as to impair the effectiveness of county and rural district administration and therefore to prevent a change being made, Plymouth suggested that Plympton and Brixton should be left within the rural district and the county, and that only Plymstock, with such territory as was necessary to get a reasonable boundary, should come into the city.

259. They brought in a new argument that the landscaping and treatment of development on the banks of the Laira and the shore facing Plymouth Sound were of greater significance to the people of Plymouth than to those of Plympton, as it was from Plymouth that the view could mainly be appreciated; and that the life and livelihood of Plymouth were inseparable from the port and the Sound, so that the city council had a direct interest in the economy of the port and should exercise planning control over the whole port area. The future of the port required to be dealt with by one authority and that could most appropriately be the Plymouth City Council.

Devon County Council

260. In their reply at the conference to Plymouth's observations, the county council drew attention to the fact that Plymouth had decided to develop an industrial site at Estover and contended therefore that the city council could no longer say that they needed to go outside their present area for industrial land. Indeed, although Plymouth had referred at length in their original submissions to the need for sites for industrial development, they did not refer to this in their observations on our draft proposals or in their statement at the conference. The county council also disputed the practicability of Plymouth's suggestions for the reorganisation of administration in the rural district if Plympton and Plymstock were lost, and they drew attention to the administrative and planning difficulties of putting Plymstock in one authority while keeping Plympton in another.

Plympton St. Mary Rural District Council

261. The rural district council said that their administrative centre in Plympton also provided offices for county services. They criticised the proposed division of their district and said that, if it were broken up, the parts could not be conveniently administered from Tavistock, Totnes and Kingsbridge. The parish

councils of Plymstock, Plympton St. Mary, Wembury and Brixton supported the rural district council and said that Plympton was not inconvenient as a centre for the inhabitants of their parishes.

DISCUSSION AND CONCLUSION

262. We examined Plymouth's submission very carefully to see whether it added new facts or any arguments of sufficient weight to justify us in changing the view which we had expressed in our draft proposals. On the one hand, the development of the Estover site, which has already begun, weakened the argument based on the need for industrial sites; and in fact this argument was not pressed after draft proposal stage. The suggestion that Plympton might be left in the county had an obvious bearing on the balance of advantage, but it did not seem really logical since the physical links between Plympton and the city were certainly not less than those between Plymstock and the city; we took note also of the county's view that the new suggestion if carried out would create difficulties in the subsequent reorganisation of county services.

263. We see that there is an argument for putting the landscaping and development of Plymouth Harbour under one planning authority, and for suggesting that this should be Plymouth, but the logic of this argument, since the port area also extends on the other side of the Tamar into Cornwall, would be to include parts of Cornwall in the county borough; and this Plymouth did not suggest.

264. After reviewing all the arguments submitted by Plymouth on our draft proposals, together with those of the other authorities concerned, we were not satisfied that the new material submitted by Plymouth was such as to justify our changing the views expressed in our draft proposals. Accordingly, we recommend no alteration in the present boundaries of Plymouth.

PART 4—ADJUSTMENTS TO THE COUNTY BOUNDARIES

BOUNDARY WITH DORSET

265. We have described in part 2 of the previous chapter the changes we propose to the boundary between Devon and Somerset; the changes to the boundary with Cornwall, which were suggested to us by Cornwall County Council, are described in part 1 of the next chapter. Here we deal with changes to the boundary with Dorset.

Lyme Regis (Axminster rural district, Devon; Lyme Regis borough and Bridport rural district, Dorset) (Map 1, part 15).

266. Lyme Regis Borough Council suggested to us that the borough should be transferred from Dorset to Devon; they also originally suggested that the parish of Charmouth, which adjoins Lyme Regis on the east, should also be

transferred, but they later withdrew this suggestion. Dorset County Council and Bridport Rural District Council suggested, on the other hand, that the parish of Uplyme, which is the Devonshire parish adjoining Lyme Regis on the west, should be transferred from Devon and Axminster rural district to them.

Views of Lyme Regis Borough Council

267. The reason given for the borough council's proposal was that, in the light of the Local Government Act, 1958, and the White Paper which preceded it, they realised that a borough of 3,500 population probably would not survive as a separate district at the county review. They wanted therefore to be in the same county as the neighbouring districts with which they had the most affinity in order to obtain efficient local government in the future; their purpose in seeking transfer to another county was not to avoid the loss of the borough's present status, which they regarded as inevitable.

268. If Lyme Regis remained in Dorset, it would have to be amalgamated with Bridport rural district and probably also Beaminster rural district which were (apart from Charmouth) purely agricultural and, in the borough council's view, had no community of interest with Lyme Regis; if Bridport borough were added, they would have more affinity with it, but the resulting district would be inconveniently large.

269. On the other hand the borough council argued that Lyme Regis had geographical links with the Devonshire rural district of Axminster—and particularly with Uplyme—and interests similar to those of the small Devon resort of Seaton urban district; it looked westwards for services such as water and hospitals, and Exeter was more accessible than Dorchester as a county town and Axminster than Bridport as a district centre. The relationships between Lyme Regis and the adjacent areas are shown in Figure 3.

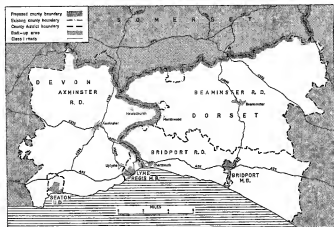


Fig. 3 Lyme Regis and the Devon-Dorset Boundary

270. Dorset County Council opposed the transfer of the borough from a smaller to a larger county. Lyme Regis as a seaside resort, had no community of interest with Axminster, a market town, and it would, if transferred to Devon, be on the extreme edge of a large county. Dorset County Council did not admit that Lyme Regis would necessarily lose its status as a borough; they could not commit themselves in advance of the county review. Dorset had a bilateral secondary school in Lyme Regis, most of whose pupils came from outside the borough.

Draft Proposals

271. In our draft proposals we said that Lyme Regis Borough Council had asked for their borough to be transferred to Devon because they considered their affinities were more with the districts to the west and wished to be reviewed with them at the county review. We thought it possible to meet their wishes without causing appreciable disadvantage to Dorset or making the county boundary less clearly defined than at present; and we therefore made a draft proposal for the transfer of Lyme Regis to Devon.

Observations on Draft Proposals and Conference

272. After our draft proposals were published, opposition to the change developed in Lyme Regis itself. Nearly 1,700 of the borough's 3,500 inhabitants signed a petition against the transfer of Lyme Regis from its historic county.

273. Dorset County Council renewed their opposition to the loss of the town, which would be transferred from a smaller to a much larger county; and they said that the Lyme Regis council were influenced by fear of the county review, which was still an open question on which the borough would be fully consulted before any decision was made. They said it was clear that the inhabitants of Lyme Regis were not behind the council in wanting the change, that all the town's historic and social links were with Dorset and that, if Dorset lost the newly extended Lyme Regis secondary school, they would have to send their children to another education authority's school. Dorset County Council also said that Lyme Regis had the closest links with the Devonshire parish of Uplyme, which should therefore be transferred to Dorset.

274. While Devon County Council and Axminster Rural District Council had not asked for Lyme Regis to be transferred to them, they welcomed the suggestion and saw administrative advantage in the change. They were opposed to the transfer of the Devonshire parish of Uplyme to Dorset, as were the Uplyme Parish Council.

275. Lyme Regis Borough Council confirmed their decision to ask to go into Devon. While they appreciated the historic links with Dorset, they felt they had to be realistic about the county review, since they thought that, upon any reasonable interpretation of the 1958 Act, Lyme Regis was bound to be joined to a neighbouring county district or districts. On that view, the securing of effective and convenient local government depended on their joining with the districts to the west.

Discussion and Conclusions

276. We cannot say that the expectation of the Lyme Regis Borough Council about the county review appears to us unfounded. That being so, it is not unreasonable to pay heed to their views as to the districts with which they

should be amalgamated; and we consider that the affinities of Lyme Regis are more towards the west in Devon than to the east in Dorset.

277. The change would bring together Lyme Regis and the Devonshire parish of Uplyme. Uplyme has close links with Lyme Regis and they should both, for the more effective control of amenity, be under the same planning authority. It is, however, more appropriate for Uplyme to stay in Devon, as Axminster is its market town.

278. It is true that Dorset is a smaller county than Devon but the loss of 1 per cent of a county's population cannot be regarded as a material obstacle to a change which is justifiable on other grounds. Nor do we think that there would be difficulty in organising county services because Lyme Regis would be at the edge of Devon, as it is indeed now at the edge of Dorset. The Lyme Regis bilateral secondary school takes pupils from many areas, including boarding pupils from elsewhere in the country; and less than half of its pupils would come from Dorset, if Lyme Regis were transferred to Devon.

279. In coming to our decision, we have paid the most serious regard to the petition of the 1,700 inhabitants of Lyme Regis against change. We cannot, however, accept the view that an area should never be transferred from its historic county; indeed Dorset themselves wish to take over the Devonshire parish of Uplyme. Nor can we accept that, under the Regulations made for our guidance, the wishes of a majority of the inhabitants should be more than one of the many factors we have to take into account. On this issue, we think we can do no better than quote what the Dorset County Council put to us when they suggested that the Somerset borough and rural district of Yeovil should be transferred to them:—

“... it (is) probable that for traditional reasons (the inhabitants of the areas affected) would be averse to any change of the nature proposed. However, the weight that should be given to the views of the inhabitants of a limited area is a factor which no doubt the Commission will consider in the light of the broader issues underlying the Commission's purposes of securing more effective and convenient units of local government.”

While we have found the decision a very difficult one, we have come to the conclusion that there is sufficient substance in the arguments which the Lyme Regis Borough Council advanced to justify us in adhering to our draft proposals, and we accordingly propose the transfer of Lyme Regis from Dorset to Devon.

Monkton Wyld (Axminster rural district, Devon; Bridport rural district, Dorset) (Map 1, Part 15).

280. Dorset County Council suggested that a triangular piece of land between the A.373 and B.3165 roads at Raymonds Hill should be transferred from Devon to Dorset to bring an isolated area of development and more of the B.3165 road into Dorset. Bridport Rural District Council suggested minor alterations to the boundary where it diverges from the road between Raymonds Hill and Blackpool Corner, and a somewhat similar suggestion was received from Devon County Council.

281. In view of our draft proposals for the area immediately south of this area, where we suggested moving the boundary eastwards to bring Lyme Regis into Devon, we made a draft proposal transferring the western part of the parish of Wootton Fitzpaine to Devon, thus placing the B.3165 road in Devon.

counter-suggestion that Bude-Stratton urban district and part of Stratton rural district should be transferred to Devon. Broadwoodwidge Rural District Council (population 2,000) thought it probable that Devon County Council would not leave them as a separate district after the county review and, if that were so, they thought that the parishes of North Petherwin and Werrington should be transferred to Launceston rural district in Cornwall. Stratton Rural District Council and Bude-Stratton Urban District Council accepted Cornwall County Council's suggestions in principle, but thought that North Tamerton should be left as it was and that Bridgerule should not be divided.

290. Devon County Council thought that Cornwall County Council's suggestions were arbitrary: certain areas at present in Devon looked west to Launceston, and some areas at present in Cornwall looked to Holsworthy and in any case the upper reaches of the Tamar were narrow and changed course from time to time. Devon County Council were prepared to accept the Cornish suggestions for Werrington and North Petherwin although they opposed the proposal to divide Bridgerule and to transfer part of Pancrasweek to Cornwall; they thought that the whole of North Tamerton parish should be transferred to Devon. They did not think the rest of the Cornish suggestions were worth implementing.

291. In our draft proposals we accepted in general the suggestion of Cornwall County Council that the Tamar should be the boundary between Devon and Cornwall. But we kept the present boundary (with minor adjustments) at North Tamerton, since to take the river as the boundary there would mean splitting the village community. At Bridgerule we proposed a boundary along the eastern side of the B.3254 road, so as to leave the village, which is on both sides of the river, in Devon while putting the B.3254 road entirely in Cornwall, a compromise which we understood would be acceptable to the local authorities, including the parish council.

292. Cornwall County Council, Stratton Rural District Council and North Tamerton Parish Council accepted our draft proposals. Holsworthy Rural District Council were originally prepared to accept them but they found that most of the people living in Bridgerule west of the B.3254 road, who would be transferred to Cornwall, were against the change and they therefore decided that it would be better to leave things as they were; Devon County Council also inclined to the view that it would be better to make no change. The Bridgerule Parish Council opposed the detachment of the part of the parish west of the B3254 because of the inconvenience to the people living there if they had to go to a place other than Bridgerule to vote or for similar local purposes.

293. When we considered the representations on the draft proposals, we found that there would be some administrative advantage in taking the B.3254 road as the boundary, particularly in simplification of the responsibility for road maintenance and policing. These services could however be dealt with by arrangements between the authorities and, once the principle of taking the Tamar throughout its length as the county boundary had been departed from, the practical advantages to be gained did not seem sufficient to justify the resulting separation of the inhabitants of the parish west of the B.3254 from their village centre. We therefore now propose no change in the present boundary in this area.

294. The proposal to transfer from Devon to Cornwall that part of Broadwood-widger rural district lying west of the Tamar was agreed by all concerned and we accordingly propose transfer of the area as shown on Map No. 1 Part 19 and described in Appendix 12. We propose no further amendment of the existing boundary between Devon and Cornwall except that, where the existing boundary follows the river Tamar, sometimes on the right bank, sometimes on the left and sometimes following an older course of the river, the new boundary should, throughout, follow the centre of the river.

PART 2—THE ISLES OF SCILLY

295. The Isles of Scilly are a group of about 145 islands some 25 miles south-west of Lands End. Of these, only five are inhabited, and most of the people live on St. Mary's which has a population of about 1,300; 240 people live on Treco, 130 on St. Martin's, 120 on Bryher and 80 on St. Agnes.

296. The islands have an "all-purpose" council with a clerk (who also acts as chief financial officer, education officer and welfare officer), a part-time surveyor, and a medical officer of health who is also the islands' only general practitioner. For local government purposes the islands are neither part of any English administrative county nor an administrative county on their own, and special provision has to be made in Acts of Parliament if they are to be applied to the Isles.

297. The population of the Isles of Scilly would be regarded as small even for a rural district in England and there is obvious difficulty in providing local government services, particularly education. At present each island has an all-age school; children suited for grammar school education go to grammar schools in Cornwall and a secondary modern school with a hostel is being built on St. Mary's. Cornwall and the Isles have a combined police force, the library service is provided on a repayment basis by Cornwall County Council, who also make available their specialist education and planning officers and their fire brigade workshops for the servicing of fire appliances.

298. The Council of the Isles of Scilly told us that they appreciated that it would be possible for the "upper-tier" services to be administered from the mainland but because of the distances involved and the intervening sea it would not be easy to achieve integration. For example, attendance in the winter at a meeting in Truro would normally involve a resident on the Isles in an absence of three days; bad weather would prolong this period. In all the circumstances they thought that the best solution of their problems would be for the Isles to continue to be administered through the existing all-purpose authority, with sufficient financial assistance to enable services to be maintained on a parity with those on the mainland; if this could be done they felt confident that Cornwall County Council would continue and expand their present "good neighbour" service by which they made available the services of their chief and specialist officers.

299. Cornwall County Council also thought that the Isles should remain a separate administrative unit. Relations between the two authorities were good but neither wished to join the other and, if the Isles were included in the administrative county of Cornwall, the county council would find it difficult and expensive to integrate the services. We suggested to the county council that they should consider what further practical help they could give by increased informal arrangements within their existing powers; and this, they said, they were most willing to do.

300. As we explained in our draft proposals, with which both Cornwall County Council and the Council of the Isles of Scilly agreed, we should not in other circumstances have recommended the continued existence of an all-purpose authority dealing with so few people and we should have suggested that the Isles of Scilly should form part of the administrative county of Cornwall. But the circumstances here are obviously quite special and any increase in effectiveness that might be achieved by such an amalgamation would be at the expense of an unjustifiable lessening of convenience both for the people living on the islands and for Cornwall County Council.

301. Cornwall County Council have, following the discussions we had with them and with the council of the Isles, agreed that all technical advice and assistance needed should be given them by Cornwall on payment by the Isles of the travelling and subsistence expenses of the officers concerned; and that the charges made to the Isles for the use of Cornwall's educational facilities, old persons' homes, and mental health hostels and for children in care, should be on an "in-county" instead of "out-county" basis. We welcome these arrangements and record our appreciation of the neighbourliness and understanding shown by the Cornwall County Council. We consider they would give the Isles advantages which otherwise might only have been secured by inclusion within the county of Cornwall. Accordingly, we make no proposals in relation to the Isles of Scilly.

SUMMARY OF PROPOSALS

302. For convenience we summarise here our main proposals:—

- (i) Cheltenham borough, Charlton Kings urban district and part of Cheltenham rural district to be made a county borough as set out in paragraph 105 of chapter 1.
- (ii) Torquay borough, Brixham, and Paignton urban districts and parts of Newton Abbot and Totnes rural districts to be made a county borough as set out in paragraph 242 of chapter 3.
- (iii) The county boroughs of Bristol, Gloucester, Bath and Exeter to be given boundary extensions as set out in paragraph 42 of chapter 1; paragraph 67 of chapter 1; paragraph 164 of chapter 2; and paragraph 212 of chapter 3.
- (iv) The county boundaries of Gloucestershire, Somerset, Devon and Cornwall to be altered as set out in paras. 106–109 of chapter 1, paras. 168–187 of chapter 2, paragraphs 264 and 279–282 of chapter 3 and paragraph 294 of chapter 4.
- (v) The boundaries of the counties and county boroughs in the review area to be as shown on the 2½ inch definitive maps and further defined in Appendix 12.

Local Government Areas

Table 1

*Area, Population and Rateable Value in 1961 of
Existing Administrative Counties and County Boroughs*

	Area (acres)	Population	Rateable Value
			£
<i>Administrative Counties</i>			
Cornwall	864,219	333,590	3,804,409
Devon	1,649,397	529,780	7,420,372
Gloucestershire	773,288	497,980	6,286,906
Somerset	1,026,047	520,340	6,378,852
<i>Isles of Scilly</i>			
	4,041	1,800	20,711
<i>County Boroughs</i>			
Bath	6,278	81,550	1,222,316
Bristol	26,350	436,000	7,478,384
Exeter	9,035	78,570	1,707,585
Gloucester	5,294	69,780	1,093,455
Plymouth	13,140	212,780	3,555,585

NOTE:

In Table 1, acreages are from the 1961 Census Preliminary Report, populations from the Registrar-General's published estimates for mid-1961, and rateable values from Rates and Rateable Values (Return published by H.M.S.O. for the Ministry of Housing and Local Government, 1961).

Table 2

*Estimated Area, Population and Rateable Value in 1961
of Local Government Areas as Proposed*

	Area (acres)	Population	Rateable Value
			£
<i>Administrative Counties</i>			
Cornwall	876,300	335,000	3,810,000
Devon	1,618,800	426,000	5,510,000
Gloucestershire	765,900	396,000	4,645,000
Somerset	1,014,500	510,000	6,280,000
<i>Isles of Scilly</i>	4,041	1,800	20,711
<i>County Boroughs</i>			
Bath	9,400	89,000	1,310,000
Bristol	27,100	437,000	7,510,000
Cheltenham	8,200	88,000	1,485,000
Exeter	11,000	88,000	1,825,000
Gloucester	8,200	83,000	1,235,000
Plymouth	13,100	213,000	3,555,000
Torhay	17,200	97,000	1,840,000

NOTE:

In Table 2, the figures are as far as possible derived from the same sources. Where part only of an existing authority is being included in a proposed area, the best possible estimates have been made without further consultation with the local authorities concerned, using where appropriate figures supplied by authorities either in their original submissions or in their representations on draft proposals. For this reason the figures for proposed authorities are only approximations, although they are sufficiently accurate to demonstrate the relative sizes of these authorities. Estimated areas are rounded to the nearest 100 acres, population to the nearest 1,000 persons and rateable values to the nearest £5,000. It is not claimed that they are necessarily accurate within these limits.

Appendix 2

(General Introduction para. 6)

National and Local Organisations Invited to Submit Views on the Organisation of Local Government in the South Western General Review Area

NATIONAL ORGANISATIONS

Association of British Chambers of Commerce
Association of University Teachers
Automobile Association
British Association of Residential Settlements
British Medical Association
British Red Cross Society
British Transport Commission
Church Commissioners
Commons, Open Spaces and Footpaths Preservation Society
Co-operative Union Limited
Council for the Preservation of Rural England
Electrical Association for Women
Federation of British Industries
Incorporated Association of Assistant Masters
Incorporated Association of Assistant Mistresses
Incorporated Association of Headmasters
Incorporated Association of Headmistresses
Institute of Almoners
Institute of Civil Engineers
Institute of Community Studies
Institute of Highway Engineers
Institute of Housing
Institute of Sewage Purification
Institute of Traffic Administration
Institute of Transport
Library Association
Magistrates' Association
Mothers' Union
Multiple Shops Federation
National and Local Government Officers Association
National Chamber of Trade
National Council of Family Case Work Agencies
National Council of Women of Great Britain
National Farmers' Union
National Federation of Housing Societies
National Federation of Women's Institutes
National Housing and Town Planning Council
National League of the Blind

National Playing Fields Association
 National Society for the Prevention of Cruelty to Children
 National Trust
 National Union of Manufacturers
 National Union of Public Employees
 National Union of Teachers
 National Union of Townswomen's Guilds

 Queen's Institute of District Nursing

 Retail Distributors Association
 Royal Automobile Club
 Royal College of Midwives
 Royal College of Nursing
 Royal Institute of British Architects
 Royal Institution of Chartered Surveyors
 Royal Institute of Public Administration
 Royal Institute of Public Health and Hygiene
 Royal National Institute for the Blind

 St. John Ambulance Brigade

 The Civic Trust
 Town and Country Planning Association
 Town Planning Institute

 Women's Gas Federation
 Women's Voluntary Service for Civil Defence
 Workers' Educational Association

 Young Men's Christian Association
 Young Women's Christian Association

LOCAL ORGANISATIONS

Avon and Dorset River Board

 Barnstaple and Bideford Port Health Authority
 Bath Council of Social Service
 Bath Executive Council
 Bath Trades Council
 Berkshire Association of Parish Councils
 Bodmin Waterworks Company
 Bridgwater Joint Burial Committee
 Bristol Avon River Board
 Bristol Council of Social Service
 Bristol Executive Council
 Bristol Trades Council
 Bristol Waterworks Company

 Camborne Water Company
 Cheltenham and Gloucester Joint Water Board
 Cornwall Association of Parish Councils
 Cornwall Council of Social Service
 Cornwall Executive Council

Cornwall and Isles of Scilly Combined Police Authority
 Cornwall River Board
 Crediton Joint Cemetery Board

 Dartmoor National Park Committee
 Dartmouth and Totnes Port Health Authority
 Devon Association of Parish Councils
 Devon and Cornwall Federation of Trades Councils
 Devon and Exeter Executive Council
 Devon River Board
 Devon Standing Joint Committee
 Dorset Association of Parish Councils

 East Devon Water Board
 Exeter Council of Social Service
 Exeter Port Health Authority
 Exeter Trades Council
 Exmoor National Park Joint Advisory Committee

 Falmouth and Truro Port Health Authority
 Fowey Port Health Authority

 Gloucester County and City Executive Council
 Gloucester Trades Council
 Gloucestershire Association of Parish Councils
 Gloucestershire Community Council
 Gloucestershire Standing Joint Committee

 Helston and Porthleven Water Company
 Herefordshire Association of Parish Councils

 Isles of Scilly Executive Council

 Kingsbridge and Salcombe Port Health Authority
 Kingsbury Episcopi Burial Board

 Liskeard and District Water Board

 Newquay and District Water Company
 North Cheriton Burial Board
 North Cornwall Joint Water Board
 North Devon Water Board

 Oxfordshire Association of Parish Councils

 Paignton Council of Social Service
 Painswick Burial Board
 Penzance (Penzance Division) Port Health Authority
 Plymouth Executive Council
 Plymouth Guild of Social Service
 Plymouth Trades Council

 St. Agnes Burial Board
 Severn River Board
 Somerset Association of Parish Councils

Somerset Executive Council
 Somerset River Board
 Somerset Rural Community Council
 Somerset Standing Joint Committee
 South Devon Water Board
 South-East Cornwall Water Board
 South Molton Burial Board
 South Western Area, National Council of Social Service
 South Western Area, Transport Users Consultative Committee
 South Western Building and Civil Engineering Regional Joint Committee
 South Western Division, National Coal Board
 South Western Electricity Board
 South Western Electricity Consultative Council
 South Western Gas Board
 South Western Gas Consultative Council
 Stroud District Water Board

 Thames Conservancy
 Torquay Council of Social Service
 Trades Union Congress, South Western Regional Advisory Committee
 Truro Water Company

 University of Bristol
 University of Exeter

 Warwickshire Association of Parish Councils
 Wellington Burial Board
 Wellow and Shoscombe Joint Burial Board
 Western Federation of Trades Councils
 Western Traffic Area
 West Gloucestershire Water Company
 Wiltshire Association of Parish Councils
 Worcestershire Association of Parish Councils

Cornwall and Isles of Scilly Combined Police Authority
 Cornwall River Board
 Crediton Joint Cemetery Board

 Dartmoor National Park Committee
 Dartmouth and Totnes Port Health Authority
 Devon Association of Parish Councils
 Devon and Cornwall Federation of Trades Councils
 Devon and Exeter Executive Council
 Devon River Board
 Devon Standing Joint Committee
 Dorset Association of Parish Councils

 East Devon Water Board
 Exeter Council of Social Service
 Exeter Port Health Authority
 Exeter Trades Council
 Exmoor National Park Joint Advisory Committee

 Falmouth and Truro Port Health Authority
 Fowey Port Health Authority

 Gloucester County and City Executive Council
 Gloucester Trades Council
 Gloucestershire Association of Parish Councils
 Gloucestershire Community Council
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 Painswick Burial Board
 Penzance (Penzance Division) Port Health Authority
 Plymouth Executive Council
 Plymouth Guild of Social Service
 Plymouth Trades Council

 St. Agnes Burial Board
 Severn River Board
 Somerset Association of Parish Councils

Somerset Executive Council
 Somerset River Board
 Somerset Rural Community Council
 Somerset Standing Joint Committee
 South Devon Water Board
 South-East Cornwall Water Board
 South Molton Burial Board
 South Western Area, National Council of Social Service
 South Western Area, Transport Users Consultative Committee
 South Western Building and Civil Engineering Regional Joint Committee
 South Western Division, National Coal Board
 South Western Electricity Board
 South Western Electricity Consultative Council
 South Western Gas Board
 South Western Gas Consultative Council
 Stroud District Water Board

 Thames Conservancy
 Torquay Council of Social Service
 Trades Union Congress, South Western Regional Advisory Committee
 Truro Water Company

 University of Bristol
 University of Exeter

 Warwickshire Association of Parish Councils
 Wellington Burial Board
 Wellow and Shoscombe Joint Burial Board
 Western Federation of Trades Councils
 Western Traffic Area
 West Gloucestershire Water Company
 Wiltshire Association of Parish Councils
 Worcestershire Association of Parish Councils

*Local Authorities and Interested Organisations Who Made
Suggestions or Representations*

County Councils

Berkshire	Oxfordshire
Cornwall	Somerset
Devon	Warwickshire
Gloucestershire	Worcestershire
Isles of Scilly	

County Borough Councils

Bath	Gloucester
Bristol	Plymouth
Exeter	

Borough Councils

Bideford	St. Ives
Bodmin	Saltash
Cheltenham	Taunton
Falmouth	Tewkesbury
Fowey	Torquay
Helston	Totnes
Launceston	Truro
Lostwithiel	Wells
Lyme Regis	Weston-super-Mare
Penryn	Yeovil

Urban District Councils

Camborne-Redruth	Norton-Radstock
Cirencester	Padstow
Crewkerne	Paignton
Exmouth	Portishead
Frome	St. Austell
Ilfracombe	St. Just
Keynsham	Salcombe
Kingswood	Shepton Mallet
Looe	Sidmouth
Lynton	Street
Mangotsfield	Stroud
Minehead	Tavistock
Nailsworth	Teignmouth
Newton Abbot	Wellington
Northam	

Rural District Councils

Axminster
Bathavon
Beaminster
Bideford
Bridport
Camelford
Cheltenham
Chipping Norton
Cirencester
Clutton
Crediton
Dulverton
Evesham
Faringdon
Frome
Gloucester
Holsworthy
Honiton
Kerrier
Langport
Launceston
Liskeard
Long Ashton
Lydney
Newton Abbot
North Cotswold
Northleach
Okehampton

Pershore
Plympton St. Mary
Ross and Whitchurch
St. Austell
St. Germans
St. Thomas
Sherborne
Sodbury
Stratford-on-Avon
Stratton
Sturminster
Taunton
Tavistock
Tetbury
Thornbury
Tiverton
Torrington
Totnes
Truro
Upton-upon-Severn
Warminster and Westbury
Warmley
Wellington
Wells
West Dean
Williton
Wincanton
Yeovil

Parish Councils and Parish Meetings

Alveston
Ashprington
Berry Pomeroy
Bishopsteignton
Chilthorne Damer
Dittisham
Dunkerton
Hacombe with Combe
Hakerton
Marldon

Mickleton
North Huish
Rattery
Selwood
South Brent
Stokeinteignhead
Uplyme
Upton Pyne
Whitchurch Canonicorum

Other Organisations

Babbacombe and St. Marychurch Traders and Hoteliers Association
Bath City Magistrates
Bath Executive Council
Berkshire Executive Council
Berkshire Parish Councils Association
Bristol Avon River Board
Bristol Branch—Federation of British Industries
Bristol Executive Council

Brixham Amenities Society and Residents Association
Brixham Chamber of Commerce
Brixham Hotels and Caterers Association

Cornwall Parish Councils Association
Cornwall Council of Social Service
Cornwall Executive Council
Cornwall Local Medical Committee

Dartmoor Preservation Association
Devon Parish Councils Association
Dorset Parish Councils Association
Duchy of Cornwall.

East Devon Water Board
Exeter Council of Social Service
Exeter and District Trades Council

Gloucester Branch—National Farmers' Union
Gloucestershire Community Council
Gloucestershire Parish Councils Association
Gloucestershire Standing Joint Committee

Joint Committee of the Four Secondary Associations

Magna Cider Fruit and Farm Company

National Union of Teachers
National Union of Townswomen's Guilds
North Devon Water Board

Paignton Chamber of Commerce
Paignton Hotels and Caterers Association
Paignton Ratepayers Association
Plymouth and District Trades Council
Plymouth Guild and Social Service
Preston Over Sixty Club—Paignton

Severn River Board
Somerset Archaeological and Natural History Society
Somerset Boroughs and Urban District Councils Association
Somerset Branch—National Farmers' Union
Somerset Federation of Women's Institutes
Somerset Law Society
Somerset Standing Joint Committee
South Western Area—National Council of Social Service
South Western Area—Transport Users Consultative Committee
South Western Federation of Building Trades Employers
South Western Gas Consultative Council
South Western Regional Hospital Board
South Western Regional Advisory Committee—Trades Union Congress

Teignmouth and Dawlish District Trades Council
Teignmouth Hotels and Caterers Association
Thames Conservancy

Torbay and District Branch—Federation of Master Builders
Torquay Branch—Fire Brigades Union
Torquay Branch—Royal Air Force Association
Torquay Chamber of Trade and Commerce
Torquay Council of Social Service
Torquay Development Protection Group
Torquay Division Conservative and Unionist Association
Torquay Fishermen's and Boatmen's Association
Torquay Hotels Association
Torquay Round Table
Torquay Trades Council
Totnes and District Chamber of Trade and Commerce
Totnes and District Trades Council
Totnes Local Labour Party
Wiltshire Parish Councils Association
Worcestershire Parish Councils Association
Yeovil No. 1 Branch—Union of Shop, Distributive and Allied Workers.

*Local Authorities and Interested Organisations Who Made Representations on our Draft Proposals**County Councils*

Devon
Dorset
Gloucestershire
Somerset
Wiltshire

*Council of the Isles of Scilly**County Borough Councils*

Bristol
Exeter
Gloucester
Plymouth

Borough Councils

Cheltenham
Launceston
Torquay
Weston-super-Mare
Yeovil

Urban District Councils

Brixham
Bude-Stratton
Charlton Kings
Keynsham
Kingswood
Mangotsfield
Paignton
Sherborne

Rural District Councils

Axminster
Bathavon
Beaminster
Bradford and Melksham
Bridport
Chard
Cheltenham
Dulverton
Frome
Gloucester
Holsworthy
Long Ashton
Malmesbury
Newton Abbot
Plympton St. Mary

St. Thomas

Sherborne
Sodbury
Stratton
Tavistock
Thornbury
Tiverton
Totnes
Truro
Wells
Wincanton
Yeovil

Parish Councils

Alphington
Bampton
Bathampton
Batheaston
Bathford
Beckington
Brushford
Charlcombe
Filton
Freshford
Hacombe with Combe
Hawkchurch (1)
Hempsted (2)
Henstridge
Hucclecote (2)
Limpley Stoke
Longford (2)
Longlevens (2)
Long Ashton
Monkton Combe
Morebath (1)
North Tamerton
Patchway
Pinhoe
Redwick and Northwick
Southstoke
Stoke Gifford
Swainswick
Tellisford
Thorncombe (1)
Topsam
Upton St. Leonards (2)

Wambrook Parish Meeting
Whitchurch
Wootton Fitzpaine

(1) Through the rural district council
(2) Through the Gloucestershire
Parish Councils Association

Other Organisations

Bristol Conservative Association
Bristol North East Conservative and National Liberal Association
Bristol North West Conservative Association
Brixham Amenity Society and Residents Association
Devon Community Council
Dorset Parish Councils Association
Gloucestershire Parish Councils Association
Gloucestershire Standing Joint Committee
Hucclecote Horticultural Society
Lyme Regis Boys Club
Lyme Regis Women's Institute
Paignton Ratepayers Association
Somerset Branch—National Farmers' Union
Somerset Federation of Women's Institutes
Somerset Parish Councils Association
South Western Federation of Building Trades Employees
Torquay Conservative and Unionist Association—Shiphay Women's Branch
Torquay Constituency Labour Party
Torquay Development Protection Group
Torquay, Paignton and Brixham Chamber of Trade

*Authorities and Organisations Represented at the Conferences**Bristol: 6th-8th November, 1961**Local Authorities*

Gloucestershire County Council
 Somerset County Council
 Wiltshire County Council
 Bath County Borough Council
 Bristol County Borough Council
 Gloucester County Borough Council
 Cheltenham Borough Council
 Charlton Kings Urban District Council
 Keynsham Urban District Council
 Kingswood Urban district Council
 Mangotsfield Urban District Council
 Bathavon Rural District Council
 Bradford and Melksham Rural District Council
 Calne and Chippenham Rural District Council
 Cheltenham Rural District Council
 Frome Rural District Council
 Gloucester Rural District Council
 Long Ashton Rural District Council
 Sodbury Rural District Council
 Tetbury Rural District Council
 Thornbury Rural District Council
 Warmley Rural District Council

Parish Councils and Parish Councils Associations

Almondsbury Parish Council
 Barnwood Parish Council
 Bathampton Parish Council
 Batheaston Parish Council
 Bathford Parish Council
 Beckington Parish Council
 Berkley Parish Council
 Charlcombe Parish Council
 Filton Parish Council
 Freshford Parish Council
 Hinton Charterhouse Parish Council
 Hucclecote Parish Council
 Long Ashton Parish Council
 Longford Parish Council

Longlevens Parish Council
Monkton Combe Parish Council
Northstoke Parish Council
Norton St. Philip Parish Council
Patchway Parish Council
Prestbury Parish Council
Rode Parish Council
Sherston Parish Council
Southstoke Parish Council
Stoke Gifford Parish Council
Swainswick Parish Council
Tellisford Parish Council
Upton St. Leonards Parish Council
Whitchurch Parish Council
Gloucestershire Parish Councils Association
Somerset Parish Councils Association

Other Organisations

Bristol Conservative Association
Gloucestershire Federation of Women's Institutes
Joint Committee of the Four Secondary Associations
National Council of Social Service—South Western Region
National Union of Teachers
Somerset Federation of Women's Institutes
Somerset Branch—National Farmers' Union

Exeter: 27th and 28th November, 1961

Local Authorities

Cornwall County Council
Devon County Council
Dorset County Council
Somerset County Council
Exeter County Borough Council
Plymouth County Borough Council
Lyme Regis Borough Council
Torquay Borough Council
Yeovil Borough Council
Brixham Urban District Council
Bude-Stratton Urban District Council
Paignton Urban District Council
Teignmouth Urban District Council
Axminster Rural District Council
Beaminster Rural District Council
Bridport Rural District Council

Chard Rural District Council
 Dulverton Rural District Council
 Holsworthy Rural District Council
 Honiton Rural District Council
 Newton Abbot Rural District Council
 Plympton St. Mary Rural District Council
 Sherborne Rural District Council
 St. Thomas Rural District Council
 South Molton Rural District Council
 Stratton Rural District Council
 Tiverton Rural District Council
 Totnes Rural District Council
 Wellington Rural District Council
 Wincanton Rural District Council
 Yeovil Rural District Council

Parish Councils and Parish Councils Associations

Alphington Parish Council
 Bampton Parish Council
 Bridgerule Parish Council
 Brixton Parish Council
 Brushford Parish Council
 Hawkchurch Parish Council
 Kerswells Parish Council
 Marlton Parish Council
 Milborne Port Parish Council
 North Tamerton Parish Council
 Pinhoe Parish Council
 Plympton St. Mary Parish Council
 Plymstock Parish Council
 Purse Caundle Parish Meeting
 Thorncombe Parish Council
 Topsham Parish Council
 Wembury Parish Council
 Wootton Fitzpaine and Monkton Wyld Parish Council
 Dorset Parish Councils Association
 Somerset Parish Councils Association

Other Organisations

Brixham Amenity Society and Residents Association
 Devon Branch—National Farmers' Union
 Exeter and District Trades Council
 Exeter University
 National Union of Teachers
 Paignton Ratepayers' Association
 South Western & Southern Region—National Council of Social Service
 Somerset Federation of Women's Institutes
 Torquay Council of Social Service
 Torquay, Paignton and Brixham Chambers of Trade

Appendix 6
(Ch. 1, Pt. 2, Para. 45)

Gloucester County Borough Council's Suggestions

Gloucester County Borough Council suggested that the county borough should be extended by the addition of the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Gloucester R.D.:—			
Hempsted	811	512	9,909
Maisemore (part)	137	13	53
Longford (part)	151	465	5,376
Longlevens (part)	345	4,736	50,590
Barnwood	732	2,071*	20,627
Hucclecote (part)	431	3,897	36,359
Upton St. Leonards (part)	285	182	1,378
			4,790†
Total	2,892	11,876	129,082

* Including 975 institutional population

† Extra parochial

Appendix 7
(Ch. 1, Pt. 3, para. 71)

Cheltenham Borough Council's Suggestions

Cheltenham Borough Council with the agreement of Charlton Kings Urban District Council, suggested the formation of a county borough which would include the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Charlton Kings U.D.	3,378	7,282	95,545
Cheltenham R.D.:—			
Leckhampton	1,201	3,016	28,733
Badgeworth (part)	350	503	3,045
Boddington (part)	261	24	4,291
Prestbury (part)	708	4,132	45,675
Sburdington (part)	95	48	486
Swindon (part)	297	302	9,291
Uckington (part)	222	360	3,382
Up Hatherley (part)	372	337	1,846
Total	6,884	16,004	192,294

Bath County Borough Council's Suggestions

Bath County Borough Council suggested that the county borough should be extended by the addition of the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Bathavon R.D.:—			
Bathampton	934	1,530	14,581
Batheaston (part)	477	3,140	24,566
Bathford (part)	575	1,259	10,905
Charlcombe (part)	542	214	8,884
Monkton Combe (part)	175	2,040	16,578
Southstoke (part)	37	91	1,281
Swinswick (part)	142	914	7,976
			3,210*
Total	2,882	9,188	87,987

* £3,210 is the proportion of assessments for gas and electricity undertakings.

Appendix 9

Exeter County Borough Council's Suggestions

Exeter County Borough Council originally suggested minor extensions to the city as follows:—

County District and Parish	Acreage	Population	Rateable Value
			£
St. Thomas R.D.:—			
Pinhoe (part)	45	280	10,118
Pinhoe (part)	3	2	116
Alphington (part)	59	nil	450
Total	107	282	10,684

The county borough council later suggested that the city should be extended to include the following parishes in St. Thomas rural district:

Alphington	Poltimore
Brampford Speke	Shillingford
Clyst Honiton	Sowton
Clyst St. George	Stoke Canon
Clyst St. Mary	Topsham
Exminster	Upton Pyne
Huxham	Broadclyst (part)
Ide	Dunsford (part)
Nether Exc	Holcombe Burnell (part)
Pinhoe	Rewe (part)
	Whitstone (part)

The total area of the parishes suggested for inclusion was 28,244 acres, the 1951 population was 16,500, and the rateable value £200,000.

Appendix 10

(Ch. 3, Pt. 3, para. 246)

Plymouth County Borough Council's Suggestions

Plymouth County Borough Council suggested that the county borough should be extended by the addition of the following areas:-

County District and Parish	Acreage	Population	Rateable Value
			£
Plympton St. Mary R.D.:—			
Plympton St. Maurice	13,920 (excluding tidal waters)	24,170	336,459
Plymstock			
Weenbury			
Plympton St. Mary (part) ..			
Brixton (part)			

Appendix 11

(Ch. 3, Pt. 2, para. 215)

Torquay Borough Council's Suggestions

Torquay Borough Council suggested, with the agreement of Teignmouth and Brixham Urban District Councils, the formation of a county borough for Torbay comprising the following areas:—

County District and Parish	Acreage	Population	Rateable Value
			£
Torquay B.	6,211	50,510	1,015,225
Paignton U.D.	5,184	26,920	520,901
Brixham U.D.	5,629	9,380	140,635
Teignmouth U.D.	2,068	10,570	159,588
Totnes R.D.:—			
Kingswear	130	739	8,293
Churston Ferrers	2,538	1,115	23,996
Stoke Gabriel	2,354	906	9,254
Marldon	2,513	871	11,879
Newton Abbot R.D.:—			
Kerswells	2,023	2,890	34,640
Stokeinteighhead	1,300	554	3,821
Hacombe with Combe (part) ..	720	275	2,830
Total	30,670	104,730	1,931,062

Later, two revised schemes were submitted: scheme A left out of the suggested county borough certain rural areas; scheme B was what was regarded as the minimum for forming a county borough:

Scheme A

County District and Parish	Acreage	Population	Rateable Value
			£
Torquay B.	6,211	51,160	1,015,225
Paignton U.D.	5,184	27,270	520,901
Brixham U.D.	5,629	9,601	140,635
Teignmouth U.D.	2,068	10,760	159,588
Totnes R.D.:—			
Kingswear	130	739	8,293
Churston Ferrers	2,538	1,115	23,996
Marldon (part)	994	800	11,000
Newton Abbot R.D.:—			
Kerswells (part)	1,213	2,750	33,000
Stokeinteignhead (part)	897	500	3,500
*Permanent Visitors		3,000	
Total	24,864	107,704†	1,916,138

Scheme B

County District and Parish	Acreage	Population 1959	Rateable Value
			£
Torquay B. (part)	5,853	51,150	1,015,000
Paignton U.D.	5,184	27,270	520,901
Brixham U.D. (part)	2,339	9,480	138,000
Totnes R.D.:—			
Churston Ferrers (part)	1,582	1,050	22,800
Marldon (part)	994	800	11,000
Newton Abbot R.D.:—			
Kerswells (part)	1,213	2,750	33,000
*Permanent Visitors		3,000	
Total	17,165	95,500†	1,740,701

* Difference between 1951 Census figures and the Registrar General's 1951 Estimates for the main towns.

† Population can be increased by 60 per cent for average summer residential population.

Schedule defining the proposed boundaries as shown on the 2½ inch scale definitive maps

Map No.	Title
1	Proposed alteration of the areas of administrative counties.
2	County borough of Bath: proposed alteration of area.
3	County borough of Bristol: proposed alteration of area.
4	County borough of Exeter: proposed alteration of area.
5	County borough of Gloucester: proposed alteration of area.
6	Proposed new county borough including Cheltenham.
7	Proposed new Torbay County Borough.

Map No. 1 is divided into nineteen parts which are, broadly speaking, numbered consecutively from Gloucestershire in the north-east to Cornwall in the south-west. The areas covered by these parts are shown on Map A accompanying this Report.

It has been found convenient for reference purposes to divide the proposed boundary, shown in each part, into sections which are lettered on the Map. The convention has been adopted of lettering these sections progressively from north to south, or from east to west.

The proposed boundaries shown on Maps 2 to 7 inclusive are similarly divided into lettered sections, the boundaries being lettered from an appropriate northerly point round each county borough in a clockwise direction.

Map No. 1: County boundaries

Part 1 (Long Newton)

- A - B North-western boundary of Foss Way.
- B - C South-eastern boundary of Foss Way.

Part 2 (Westonbirt)

- A - B Southern boundary of road (A.433) except at Knockdown (front curtilage of dwelling).
- B - C Existing county boundary.
- C - D Western boundary of road.
- D - E Existing county boundary.
- E - F Southern boundary of road.

Part 3 (Swineford)

Field boundaries.

Part 4 (Norton St. Philip)

Footpath.

Part 5 (Bath and Limpley Stoke Valley)

- A - B Field boundaries.
- B - C Eastern boundary of road; curtilages, eastern boundary of Lansdown road.
- C - D Field boundaries; curtilages of playing fields; field boundary; northern curtilage of Rockfield House; field boundary; south-western boundary of Soper's Wood; field boundary.
- D - E Northern boundary of Colliers Lane; field boundaries; across Woolley Lane; eastern boundary of Woolley Lane; curtilages and field boundaries.

- E - F Centre of Lam Brook; field boundaries; across road; eastern boundary of road; field and curtilage boundaries; footpath; field boundary; western boundary of Gloucester-Bath road (A.46).
- F - G Across Gloucester-Bath road (A.46); field boundary; western boundary of trackway; field boundaries; eastern boundary of trackway; centre of Chilcombe Brook.
- G - H Centre of Chilcombe Brook; centre of St. Catherine's Brook; northern boundary of Steway Lane; field boundaries; curtilages of development; north-western boundary of Foss Way; field boundary.
- H - H¹ Western boundary of road; western boundary of Foss Way.
- H¹ - I South-eastern and eastern boundary of road; field and curtilage boundaries; across road (A.4); northern boundary of railway.
- I - J Centre of river Avon.
- J - K Field boundary; across railway; field boundary; western boundary of Kennett and Avon Canal; field boundary; across road (A.36).
- K - L Fence bounding footpath (route of old mineral railway) as far as junction of footpaths.
- L - M Straight line joining point L (footpath junction marked by end of fence bounding old mineral railway) to point M (beginning of wall).
- M - N Field boundary forming existing Bathampton-Claverton parish boundary.
- N - O Existing C.B. boundary.
- O - P Field boundaries; western boundary of road; field boundary; eastern and southern curtilages Monkton Combe Junior School; curtilages and field boundaries.
- P - Q Existing C.B. boundary.
- Q - R Existing Monkton Combe-Southstoke parish boundary.
- R - S South-western boundary of track; southern boundary of road; centre of stream.
- S - T Centre of Midford Brook.
- T - U Field boundaries.
- U - V South-western boundary of Midford Lane; curtilages; southern boundary of Pipehouse Lane.
- V - W Western boundary of road.
- W - X Across road; south-eastern boundary of footpath; field boundaries.
- X - Y Centre of River Frome.

Part 6 (Buckhorn Weston)

Northern boundary of railway.

Part 7 (Bow Brook)

Centre of Bow Brook.

Part 8 (Pen Ridge Farm and Penselwood)

- A - B Field boundaries.
- B - C Existing county boundary.
- C - D Field boundaries.

Part 9 (Oldways End)

- A - B Western boundary of road.
- B - C South-western boundary of road.

Part 10 (Corton Denham)

- A - B Northern boundary of road.
- B - C Field boundary; curtilage of property; northern boundary of road.
- C - D Southern boundary of road.
- D - E Field boundaries.

Part 11 (Whiteball)

Field boundaries.

Part 12 (South Perrott)

Southern boundary of Pipplepen Lane.

Part 13 (Wellington Hill)

- A - B Southern boundary of road.
- B - C Existing county boundary.
- C - D Southern boundary of road.
- D - E Field boundaries.

Part 14 (Smeatharpe)

- A - B Field boundaries; curtilage.
- B - C Existing county boundary.
- C - D Southern boundary of Knacker's Hole Lane.

Part 15 (Lyme Regis)

- A - B Centre of stream; centre of watercourse; field boundary.
- B - C Across road; south-western boundary of road; field boundary.
- C - D Northern boundary of road (B.3165).
- D - E Southern boundary of road (B.3165); eastern boundary of road (Boundary Road); field boundary.
- E - F Western boundary of road (A.373); western boundary of road.
- F - G Field boundaries; eastern boundary of road; field boundary; across road; field boundaries forming Lyme Regis borough boundary.

Part 16 (Wambrook)

- A - B Centre of stream; southern boundary of road and Narfords Lane.
- B - C Southern boundary of Farthing Lane, track and road; field boundary.

Part 17 (Wayford)

- A - B Centre of River Axe.
- B - C Existing county boundary.
- C - D Field boundaries.

Part 18 (Yonder Hill)

- A - B Field boundaries.
- B - C Northern and western boundary of road.
- C - D Field boundaries.
- D - E Northern boundary of road.
- E - F Field boundaries.

Part 19 (Broadwoodwidge)

Centre of River Tamar.

Note on the River Tamar as a county boundary:

Wherever the Devon-Cornwall boundary follows the River Tamar (both in part 19 and elsewhere) the Commission's proposal is that the boundary shall coincide with the centre of the river.

Map No. 2: Bath

- A - B Field boundaries; across Lansdown Road; north-eastern boundary of Lansdown Road.
- B - C Field boundaries; curtilages of playing fields; field boundary; northern curtilage of Rockfield House; field boundary; south-western boundary of Soper's Wood; field boundary.
- C - D Northern boundary of Collier's Lane; field boundaries; across Woolley Lane; eastern boundary of Woolley Lane; curtilages and field boundaries.
- D - E Centre of Lam Brook; field boundaries; across road; eastern boundary of road; field and curtilage boundaries; western boundary of Gloucester-Bath road (A.46).
- E - F Across Gloucester-Bath road (A.46); field boundary; western boundary of trackway; field boundaries; eastern boundary of trackway; centre of Chilcombe Brook.
- F - G Centre of Chilcombe Brook; centre of St. Catherine's Brook; northern boundary of Steway Lane; field boundaries; curtilages of development; north-western boundary of Fosse Way; field boundary; south-eastern and eastern boundary of road; field and curtilage boundaries; across road (A.4); northern boundary of railway.
- G - H Centre of River Avon.
- H - I Field boundary; across railway; field boundary; western boundary of Kennet and Avon canal; field boundary; across road (A.36).
- I - J Fence bounding footpath (route of old mineral railway) as far as junction of footpaths.
- J - K Straight line joining point J (junction of footpaths marked by end of fence bounding old mineral railway) to point K (beginning of wall).
- K - L Field boundary forming existing Bathampton-Claverton parish boundary.
- L - M Existing C.B. boundary.
- M - N Field boundaries; western boundary of road; field boundary; eastern and southern curtilage of Monkton Combe Junior School; curtilages and field boundaries.
- N - O Existing C.B. boundary.
- O - P North-western curtilages of Midford Castle Park; northern boundary of Midford Road (B.3110); field boundary; across road; development depth of 220 feet south of middle of road; curtilages; across road; northern boundary of road; curtilages; western boundary of Southstoke Road; field boundaries.
- P - A Existing C.B. boundary.

Map No. 3: Bristol

- A - B From high water mark of medium tides, straight line approximately south-eastwards to meet boundary between lands owned by Port of Bristol Authority and Imperial Chemical Industries; boundary between lands owned by Port of Bristol Authority and Imperial Chemical Industries.
- B - C Across road; easterly and north-easterly boundaries of roads.

- C - D Across road; field boundaries; across Moorhouse Lane; field boundaries; across railway.
- D - E Existing C.B. boundary.
- E - F Northern and eastern boundaries of playing fields.
- F - G Existing C.B. boundary.
- G - H Boundaries of playing fields.
- H - I Existing C.B. boundary.
- I - J Field boundaries.
- J - K Existing C.B. boundary.
- K - L Field boundaries; north-eastern curtilages of dwellings.
- L - M Existing C.B. boundary.
- M - N Eastern curtilage of No. 239 Frenchay Park Road (B.4058); across Frenchay Park Road (B.4058); eastern boundary of Begbrook Park; across Begbrook Park; rear curtilages of dwellings on eastern and southern sides of Stourden Close; southern curtilages of dwellings at southern end of Stanshaw Road; rear curtilages of dwellings on southern side of Bradeston Grove.
- N - O Field boundary; continuation of line of field boundary south-eastwards to centre of River Frome; centre of River Frome.
- O - P Existing C.B. boundary.
- P - Q Centre of River Frome; eastern curtilages of dwellings south of River Frome; north-eastern curtilages of school and of Downend Children's Homes; centre of Overndale Road.
- Q - R Centre of Cassell Road.
- R - S Existing C.B. boundary.
- S - T Northern, western and southern curtilages of waterworks; curtilage boundary; centre of Castle Road; mostly rear curtilages of dwellings in Tower Road and Soundwell Road.
- T - U Existing C.B. boundary.
- U - V Northern curtilage of No. 382 Soundwell Road; centre of Soundwell Road; centre of Cross Street; eastern curtilage of No. 43 Cross Street; eastern curtilages of dwellings in Victoria Park.
- V - W Centre of Allsop Road; across Bolton's Lane; eastern curtilage of No. 369 Twomile Hill Road (A.420); across Twomile Hill Road (A.420); centre of Blackhorse Road; northern curtilage of Burial Ground of Wesley Chapel; eastern boundary of Waters Road; across Waters Road; southern curtilage of No. 50, Waters Road.
- W - X Rear curtilages of dwellings on eastern side of Hillside Avenue; eastern curtilage of No. 48, Britannia Road; across Britannia Road; southern boundary of Britannia Road; south-eastern boundary of footpath; eastern boundary of Kennard Close.
- X - Y Existing C.B. boundary.
- Y - Z Existing C.B. boundary.
- Z - AA Field boundary; across Keynsham Road (A.4); southern boundary of Keynsham Road (A.4); western boundary of lane.
- AA - BB Existing C.B. boundary.
- BB - CC Rear curtilages of dwellings on eastern side of Ridgeway Lane; field boundary; centre of stream; across Maggs Lane; southern boundary of Maggs Lane; eastern boundary of road.
- CC - DD Across road; field boundaries; eastern curtilage of dwelling in Church Lane; across Church Lane; southern boundary of Church

Lane; eastern and southern curtilages of dwellings on south side of Church Lane; continuation at same depth to meet existing C.B. boundary.

- DD - EE Existing C.B. boundary.
 EE - FF Field boundary; centre of Ashton Brook; field boundary; across Ashton Road (A.370).
 FF - GG Existing C.B. boundary.
 GG - A High water mark of medium tides.

Map No. 4: Exeter

- A - B Existing C.B. boundary.
 B - C Northern boundary of road.
 C - D North-eastern boundary of roads; western and northerly curtilages of dwellings on north side of Park Lane; field boundaries.
 D - E Across Pinn Hill (A.38); northern and easterly curtilage of dwellings east of Pinn Hill (A.38).
 E - F Across lane leading to Pinn Court; field boundaries; northerly boundary of lane.
 F - G Northern boundary of railway; across railway; field boundaries; across Tithebarn Lane; southern boundary of Tithebarn Lane.
 G - H Eastern boundary of Gipsy Lane; field boundary; eastern boundary of Pinn Lane (B.3181); southern boundary of Hollow Lane; eastern and southern curtilages of training centre (formerly sanatorium); field boundary.
 H - I Existing C.B. boundary.
 I - J Western boundary of railway; field boundary; eastern boundary of Whitehill Lane; field boundary; watercourse; centre of River Clyst; straight line due west to centre of River Exe; centre of River Exe.
 J - K Existing C.B. boundary.
 K - L Existing C.B. boundary.
 L - M Across railway; field boundaries; south-eastern boundary of Mutton Lane; across road (A.379); south-eastern boundary of lane; field boundaries; northern boundary of lane.
 M - N Across road (A.3085); northern boundary of Markham Lane; western boundary of Shillingford Lane; field boundaries.
 N - O Field boundaries; south-western boundary of Ide Lane; across Ide Lane; eastern boundary of Crab Lane; centre of Alphin Brook.
 O - A Existing C.B. boundary.

Map No. 5: Gloucester

- A - B* Southern boundary of proposed Over Causeway Diversion Road.
 B - C Western boundary of Walham Lane.
 C - D Existing C.B. boundary.
 D - E Watercourse; field boundary; western curtilages of dwellings; across Sandhurst Lane; eastern boundary of Sandhurst Lane.
 E - F Northern boundary of farm road; field boundaries; northern curtilage of property known as the Ark; field boundaries; centre of Queen's Dyke; north-western boundary of Tewkesbury Road (A.38).
 F - G Across Tewkesbury Road (A.38); centre of Wotton Brook; western

- curtilages of dwellings; northern boundary of Longford Lane; western and northern curtilages of Longford Special School; field boundaries; western curtilages of dwellings on western side of Innsworth Lane.
- G - H Centre of Horsbere Brook; field boundary; eastern curtilage of greyhound stadium; northern boundary of Cheltenham Road (A.40); north-western curtilages of Elmbridge Cottages; northern boundary of Cheltenham Road (A.40).
- H - I Across Cheltenham Road (A.40); field boundaries; straight line south-eastwards to field boundary; field boundary; northern boundary of railway.
- I - J* Across railway; eastern boundary of proposed industrial land; northern boundary of proposed Barnwood By-pass.
- J - K* Western boundary of proposed Birmingham-Bristol Motorway.
- K - L Northern boundary of road (B.4073); across road (B.4073); southern boundary of road.
- L - M Existing C.B. boundary.
- M - A Centre of River Severn.

NOTE:

The sections of boundary marked by an asterisk are covered by a special recommendation regarding their possible future modification (see para. 11).

In section I - J this proposed industrial zoning in the Quinquennial Review of the Gloucestershire Development Plan has not yet received the Minister's approval, and is therefore still liable to modification.

Map No. 6: Cheltenham

- A - B Western curtilages of dwellings; across Tewkesbury Road (A.4019); north-eastern boundary of Tewkesbury Road (A.4019).
- B - C Western boundary of lane; northern boundary of Swindon Farm Road; western boundary of road; across road; north-eastern boundary of road; field boundaries; across road.
- C - D Existing Cheltenham M.B. boundary.
- D - E Field boundaries; across road; field boundaries; across railway eastern boundary of railway.
- E - F Northern boundary of road; across Evesham Road (A. northern boundary of Newbarn Lane (B.4075).
- F - G Curtilages of dwellings; field boundaries; southern and south-eastern curtilages of race course.
- G - H Field boundary; western boundary of lane; across lane; field boundaries; across road (A.46); eastern boundary of road (A.46), field boundary.
- H - I North-western boundary of lane; across road; south-western boundary of roads; across Upper Mill Lane; south-western boundary of road; across Noverton Lane.
- I - J Eastern boundary of Dark's Farm Lane; field boundaries.
- J - K Existing Cheltenham M.B. boundary.
- K - L Field boundaries; straight line south-eastwards to field boundaries; field boundaries; eastern curtilage of reservoir.
- L - M Across Hewlett's Road; eastern boundary of road; north-eastern boundary of lane; centre of Ham Brook.

- M - N Field boundaries; centre of River Chelt; field boundary; across London Road (A.40).
- N - O Field boundaries; across railway; southern boundary of railway; field boundary.
- O - P Northern curtilage of Timbercombe Wood; northern boundary of lane; across lane; western curtilage of Timbercombe Wood; watercourse.
- P - Q Centre of Lilley Brook; field boundaries; northern boundary of lane; across Cirencester Road (A.435); western boundary of Cirencester Road (A.435); westerly curtilage of golf course; south-eastern boundary of Charlton Kings Common.
- Q - R Existing Charlton Kings U.D. boundary.
- R - S Southern and western curtilages of wood; southern boundary of lane; across road (B.4070).
- S - T Western boundary of lane; southern and western curtilages of reservoir; field boundaries; southerly curtilages of Leckhampton Court School; southern boundary of drive; southerly curtilages of St. Peter's Churchyard.
- T - U Southern boundary of Church Road; across Church Road; eastern and north-eastern curtilages of Church Farm; field boundaries; watercourse; field boundaries.
- U - V Across road; western boundary of road; southern and western curtilages of dwellings; field boundaries; watercourse; across Stroud Road (A.46); watercourse.
- V - W Field boundaries; northern curtilages of Upper Hatherley Farm; field boundaries; south-western boundary of lane.
- W - X South-eastern boundary of road; across road; field boundaries; south-western boundary of road; across road; western and north-western curtilages of dwellings.
- X - A Existing Cheltenham M.B. boundary.

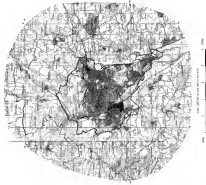
Map No. 7: Torbay

- A - B Field boundaries; southern boundary of road; southern boundary of Challycroft Road.
- B - C Across Mill Lane; southern boundary of Grattery Lane (B3205); across road (A.379); western boundary of road (A.379); western boundary of road; across railway.
- C - D North-western boundary of railway; north-eastern boundary of Combe Lane; across Greenway Road; western boundary of Greenway Road; northern boundary of Light Lane; field boundaries; across road; northern boundary of road; field boundaries; southern boundary of Port Hill.
- D - E Largely field boundaries (existing boundary of Churston Ferrers and Stoke Gabriel parishes).
- E - F Existing Paignton U.D. boundary.
- F - G Northern boundary of road; field boundaries; across road; field boundaries; across road; field boundaries; across West Lane; field boundaries; southern boundary of Stringland Lane; field boundaries; across road; field boundaries.
- G - H Western boundary of road.

- H - I Western and south-western boundary of road; western boundary of Red Hill.
- I - J Field boundaries; across road; western boundary of road; field boundaries; across road; western boundary of road.
- J - K Across railway; western boundary of road; across road (A.380); eastern boundary of road (A.380); eastern boundary of road; eastern boundary of road (A.380); northern boundary of road; across road; eastern boundary of road; field boundaries forming boundary between Kerswells and Coffinswell parishes.
- K - L Field boundaries; across Willowpark Lane; eastern boundary of Willowpark Lane; field boundaries; northern boundary of Orestone Lane; across Orestone Lane; field boundaries; north-western boundary of road; field boundaries; western boundary of Great Hill Road; across Honey Lane; western boundary of Barton Hill.
- L - M Existing boundary of Torquay M.B.
- M - N Centre of trackway; western boundary of road; across road; field boundary; across road (A.379); field boundaries.



PATTERNS OF DEVELOPMENT THROUGHOUT LIFE



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1

A vertical grayscale bar with a color calibration chart at the bottom. The chart includes a ruler and color patches.

103

1141

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1. The first step in the process is to identify the problem or issue that needs to be addressed. This involves gathering information and understanding the context of the problem.

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ICCA, GOVERNMENT COMMISSION FOR ENGLAND

SOUTH WESTERN GENERAL SERVICE AREA

MAP A.

SUMMARY MAP

